ALLEVIATING HUNGER: PROGRESS AND PROSPECTS

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HOUSE OF REPRESENTATIVES

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ALLEVIATING HUNGER: PROGRESS AND PROSPECTS

TUESDAY, JUNE 26, 1984

House of Representatives,
Select Committee on Hunger,
Washington, DC.

The select committee met, pursuant to notice, at 9:50 a.m., in room 311, Cannon House Office Building, Hon. Mickey Leland (chairman of the committee) presiding.

Members present: Representatives Hall, Traxler, Hightower, Panetta, Daschle, Gejdenson, Britt, Burton, Emerson, Morrison, Gilman, Evans, and Smith.

OPENING STATEMENT OF HON. MICKEY LELAND, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TEXAS

The Chairman. Good morning. I would like to welcome you all to the first Washington hearing of the House Select Committee on Hunger. We are here today to review the progress which has been made so far in reducing hunger and to consider how further progress can be made.

Not many people are aware of how much progress has been made in the struggle against hunger and poverty, disease and ignorance over the past two decades. In the low-income countries, for example, life expectancy has been increased about 40 percent, thus achieving in one generation a gain which it took the Western industrialized countries two centuries to achieve. Infant death rates have been cut in half. Literacy has spread to the point where now, for the first time in history, the majority of adults can read and write.

In the United States major gains have also been achieved. As the chart before you shows, and you have this information in your folder from the committee staff, the infant mortality rate in our country has been cut by more than half.

These gains, which have meant life instead of death for millions of people, constitute one of the great untold success stories of our time. Yet, the progress which has been made must be seen in perspective. We still have a very long way to go.

Although infant and child death rates in the Third World are lower than previously, it is still the case that 40,000 children are dying every day, most of them due to a vicious cycle of malnutrition and infection. The chart which shows the progress in this country in reducing the infant death rates also shows that black infants still die at twice the rate of white infants, as was the case 20 years ago.

It is the purpose of this committee to investigate ways to reduce, and eventually eliminate, malnutrition. This goal of alleviating hunger was for a long time made difficult because of a series of myths.

It was said that the Earth's food supply was insufficient to feed all of the people in the world. That was a myth. We now know that enough food is grown each year to feed every human being on our planet.

It was said that if everybody had enough to eat, the population problem would worsen. That was a myth. We now know that as basic living conditions improve, the population growth rate tends to go down, not up.

Many people have said that there was no hunger in our own country. That was a myth. We now know that hunger has not been conquered in the United States.

Finally, it was said and it continues to be said that although there are ways to bring hunger to an end, we will never muster the political will to do so. Whether this is a myth or not is yet to be determined. If we possess the will to reduce and eventually eliminate hunger we can. The responsibility is up to us.

Today, we will be hearing from a series of distinguished witnesses. They will be informing us of past achievements in alleviating hunger and suggesting the steps that should be taken next. We know that progress can be made even during difficult economic conditions. The chart titled "Economic Development and Infant Mortality" shows that Tanzania, although it is about as poor as Upper Volta, has achieved a much lower infant death rate. Singapore 20 years ago was where many African countries are today.

A country such as Spain, although much poorer than the United States, has been able to reduce the infant mortality rate below our own level. The United States, with more than twice the per capita GNP of Singapore has a higher death rate. These will be the sort of problems we will be pondering today.

This committee has been established with overwhelming bipartisan support by the House of Representatives. It was established because of a concern for people who are hungry, and also because of a realization that it was in the economic, political, and security interest of our country to move vigorously to reduce hunger here and abroad.

The committee intends to produce practical action-oriented recommendations toward these ends. I believe today's hearing will help us in achieving our goal.

I would normally now recognize our ranking minority member, but she is in another hearing and cannot get away. I would now like to recognize the ranking majority member, Congressman Tony Hall from Ohio, who is also the chairman of the International Task Force on Hunger.

OPENING STATEMENT OF HON. TONY P. HALL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OHIO

Mr. HALL. Thank you, Mr. Chairman.

I have a formal statement which I would like to submit for the record.

The **Chairman**. Without objection.

Mr. **Hall**. I would like to make a few very informal comments. While this is the committee's first Washington hearing on domestic and international hunger, we have sponsored other informal briefings for both the members of this committee and their staffs. I have really been encouraged by the testimony presented and by the witnesses themselves. I applaud the staff and the members for coming and really listening to people who are very informed about hunger, both domestically and internationally.

I am chairman of the International Task Force on Hunger, there are three areas which we have set for our direction this year.

First, we would like to take a very good look at primary health care. As Mickey has said, we want to do everything we can, along with UNICEF and the other major organizations in the world, to try to break the existing cycle of malnutrition and infection.

Some very simple method can work wonders. If for example, this little packet in my hand is used in oral rehydration therapy. If used properly according to the reports, this therapy can cut infant mortality rates in half between 8 to 10 years. It is amazing. It is tremendously effective, and very, very inexpensive.

Second, we would like to focus on what contribution the United States is making to hunger programs. Specifically, we're looking at certain areas such as when we provide food to various poor countries, and why the food might not be getting to its primary goal.

Third, we are looking at the private voluntary organizations around the world, and domestically, to learn more about the kinds of things that they are doing and why they have been so effective. We would like to learn how we can be more effective as a government in working with them.

These are three areas on which we plan to focus. The hearing today is part of an ongoing process for us to hear from expert witnesses who can tell us more about these things.

We are privileged, and we are encouraged by the kind of reaction we have had. This committee looks forward to being part of the process of fighting hunger and, hopefully, some day before our generation is through, to see the elimination of hunger. That is the exciting thing about this committee, and it is the exciting thing about some of the witnesses that we are going to have before us. I look forward to these hearings and the testimony that I know is going to come out.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Hall appears at the conclusion of the hearing, see p. 95.]

The **Chairman**. I would now like to recognize the gentleman from California, Mr. Panetta, who is the chairman of the Domestic Task Force on Hunger.

OPENING STATEMENT OF HON. LEON E. PANETTA, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. **Panetta**. Thank you very much, Mr. Chairman.

It is a pleasure to participate in this first Washington hearing of the Select Committee on Hunger.

It is essential that we draw public attention to what I think are the dual shames of both domestic and world hunger. Yesterday, the Domestic Task Force on Hunger had the opportunity to be in Mississippi, looking at rural hunger in this country. I think we saw that hunger is still very much a reality in our society that needs to be dealt with.

Both in terms of domestic hunger and world hunger, I think these are issues that we have talked about for a long time. Everybody talks about it, and we form committees to look at it. We form commissions to look at it. As I said yesterday with regard to domestic hunger, the issue is not whether or not there is world hunger, or whether or not there is domestic hunger. The real challenge is what we are going to do about it.

We face some significant challenges in that effort, one being just the general sensitivity of the American public to the problem, both abroad as well as in this country. That needs to be, I think, turned around so that the American public becomes more aware of the implications of that problem. The second thing is just the fiscal challenge of trying to direct resources at this problem because of domestic fiscal problems.

I think what we have to do is make people realize that the investment in this area is something that will reduce costs in the future. In fact, by being willing to make that investment today, we won't face tremendous pressures in the future to provide even greater aid for children who can't be educated because they are malnourished, or children who lack good health, or for the disabled. All of these are the price that we pay if, in fact, we don't deal with the hunger issue today.

So my hope is that as a result of the efforts of this select committee, and the other committees that are involved in this effort, we can make the American public understand that we simply cannot afford to ignore the very real problem of hunger both in the world and at home.

[The prepared statement of Mr. Panetta appears at the conclusion of the hearing, see p. 95.]

The **Chairman**. I thank the gentleman.

It took strong bipartisan support to pass the resolution to create the Select Committee on Hunger; the primary sponsor of the resolution was the gentleman from New York, Mr. Gilman. It was through his tenacity, perseverance, and his ability to persuade his colleagues on the Republican side and many colleagues on the Democratic side, that he was able to engineer the resolution that created this Select Committee on Hunger.

I am pleased to introduce him and have him make an opening statement.

OPENING STATEMENT OF HON. BENJAMIN A. GILMAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. **Gilman**. Thank you, Mr. Chairman.

Mr. Chairman, our ranking member, the gentlelady from New Jersey, Ms. Roukema, as you indicated, is in another hearing. She asked that her opening statement be made part of the record, and at this time I submit it for the record and ask that it be included.

The **Chairman**. Without objection.

[The prepared statement of Mrs. Roukema appears at the conclusion of the hearing, see p. 96.]

Mr. **Gilman**. Mr. Chairman. I want to commend you and the staff for arranging a very thorough and comprehensive panel today as we open our Washington hearings on this very important issue, and to have our lead witness be Mr. Grant from UNICEF who we welcome, and so many other distinguished panelists who will be able to see where we have been and where we are going on an extremely critical issue confronting not only this Congress, but confronting other governments throughout the world as we try to tackle the severity and complexity of this problem.

There are certainly no simple answers in finding solutions to a better distribution of the available agricultural resources in this world. We all recognize that those resources are there and available, and how best to get it to those in need is one of the more important aspects of the considerations by this committee.

Mr. Chairman, I look forward with a great deal of interest to hearing our panelists. Our time is brief today, and we have a pretty heavily packed panel, so I am not going to take too much time. My only regret is that each one of us has a number of other committees that are functioning at the present time. I hope that our panelists will understand as we race back and forth throughout today's hearings.

Thank you, Mr. Chairman.

The **Chairman**. Are there any other members who would like to make an opening statement?

Mr. **Gejdenson**. Mr. Chairman.

The **Chairman**. Mr. Gejdenson from Connecticut.

OPENING STATEMENT OF HON. SAM GEJDENSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CONNECTICUT

Mr. **Gejdenson**. Yes, Mr. Chairman, just briefly. As a Member who sits on the Foreign Affairs Committee with Ben, one of the things that becomes clearer by the day is the role that poverty and hunger play in the turmoil.

As a nation which has a great stake in stability, especially in this hemisphere as we look at countries like Honduras with 75 percent of its people nutritionally at risk, it seems to me that we should be making a greater effort toward eliminating hunger than constantly being confronted by the neglect of dealing with these issues like we have been in Nicaragua, El Salvador, and other places throughout Central America and the world. This committee is a good beginning. The select committee provides the ounce of prevention, and we ought to move forward with programs and policies aimed at eliminating hunger as quickly as we can.

Thank you.

The **Chairman**. I thank the gentleman.

Are there any other statements?

Mrs. **Burton**. Mr. Chairman.

The **Chairman**. The gentlelady from California, Mrs. Burton.

OPENING STATEMENT OF HON. SALA BURTON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mrs. **Burton**. Mr. Chairman, coming from a city like San Francisco, where we have beauty and beautiful restaurants, I must say to you that hunger is a serious problem. We have a number of areas that supply help to some of the people, but it is not nearly enough.

I am very, very pleased that you are the Chair of this committee because I know of your concern. I will work with you in trying to eradicate hunger not only in San Francisco, but everywhere in the world.

Thank you.

The **Chairman**. I thank the gentlelady for her kind remarks.

The gentleman from Michigan, Mr. Traxler.

OPENING STATEMENT OF HON. BOB TRAXLER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MICHIGAN

Mr. **Traxler**. As we deliberate and as we listen to our witnesses in the coming months, there is one bit of activity of which we should be conscious, and that is that in 1985 the farm bill will be before Congress. The decisions that the House, the Senate, and whatever administration may make at that time will have a profound impact on the ability of this Nation to deliver relatively inexpensive foodstuffs to the underdeveloped nations of this world, and also will have a profound impact, if the decisions are incorrectly made, on the cost of our various feeding programs in this country.

I say this so that all of those who are concerned with feeding programs in urban areas will understand that there is a direct relationship between the availability of farm programs and the ability of this Nation to produce that food at reasonable prices.

Let me assure you that there are many people in this country who fully appreciate the fact that a food policy that has over the years been good for American farmers has also been good for the American consumer, but at the same time has had some cost to the taxpayers. So there have been some tradeoffs in that policy.

You may think that I am a bit afoot from our subject matter, but there surely is a direct correlation between our ability to produce food at reasonable prices, and our ability to provide that food to increasing numbers of hungry people around this world.

I would have some caution for my colleagues who may not be familiar with the farm policies of this Nation. I am confident that when we get to the 1985 farm bill next year, the debate and discussion on it and its amendments will make the recent 1- to 2-week debate on the immigration bill pale by comparison. It is going to be one of the most significant decisions that will ever have been made by this Congress.

I want to alert you also to the fact that I would expect and hope that the two Presidential candidates, and probably this is too much to ask for, would be candid and forthcoming in their specific views on what ought to be in that farm bill.

Thank you, Mr. Chairman.

The **Chairman**. I thank the gentleman.

The gentleman from Texas, Mr. Hightower.

OPENING STATEMENT OF HON. JACK HIGHTOWER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TEXAS

Mr. HIGHTOWER. Thank you, Mr. Chairman.

Mr. Chairman, very briefly, we all know that this Nation has a compassionate heart, and that nothing appeals to the people of the United States more than a cause that concerns children.

I think that it is a very important role for this committee to play when we bring into focus all that is being done, and try to show that the problem can be addressed systematically and scientifically. If we can focus our efforts in a well-organized way, we cannot only save millions of children, we can save millions of dollars. We can save economies. We can save money that is being spent for arms if we can address this in a way that we believe the hearings are going to be focused.

I appreciate very much the work that has already been done by the chairman, the ranking Member, and the staff in preparation for these hearings. I am looking forward to the testimony that we will be receiving.

The CHAIRMAN. I thank the gentleman.

The gentleman from Washington, Mr. Morrison.

OPENING STATEMENT OF HON. SID MORRISON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WASHINGTON

Mr. MORRISON. Thank you, Mr. Chairman.

Let me add only that yesterday's hearing in Mississippi led me to appreciate more than ever the good work of Mr. Panetta and Mr. Emerson working together as a team on the agricultural side of this particular issue.

I appreciate the comments of the gentleman from Michigan on the farm bill. I would hope that as we proceed through these general hearings now here in Washington, DC, that a number of our witnesses will concentrate on the distribution programs we have now, and what works about them and what doesn't work.

We know full well, just in the 3½ years that I have been here, that we have added about 37 percent, almost 40 percent, to the total cost of our various feeding programs in the country. I think we need to dig from that investment what has been effective and what hasn't.

I guess I am asking for some practical answers, as well as just descriptions of the hunger that does exist in various places in the United States as well as in the world.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you.

We are extremely pleased to have with us Dr. James Grant, executive director of UNICEF and Under Secretary General of the United Nations since 1980. Mr. Grant's distinguished career in the field of development began with his service in China in 1946 and 1947 for the U.N. Relief and Rehabilitation Administration.

Prior to his UNICEF appointment, he served as president and chief executive officer of the Overseas Development Council here in Washington. He has also served as Assistant Administrator for the

United States Agency for International Development, or AID, Director of AID's Mission in Turkey, and on overseas appointments in Sri Lanka and Southeast Asia.

According to U.N. protocol, representatives of international organizations are disallowed from reporting to a legislative or parliamentary body. Therefore, I would like to make it clear that Mr. Grant's appearance today before the select committee does not constitute a report to the Congress. Rather, however, this is an occasion in which we are able to profit from the information Mr. Grant will be sharing in order to raise public awareness of UNICEF's contribution to international development.

Dr. Grant.

STATEMENT OF JAMES P. GRANT, EXECUTIVE DIRECTOR, UNITED NATIONS CHILDREN'S FUND [UNICEF]

Mr. GRANT. Thank you very much, Mr. Chairman. It is a great pleasure to be with the distinguished members of this committee.

May I first congratulate the House of Representatives on establishing this committee. I think that time and history show that the establishment of a committee like this, that can zoom in on a problem, contributes greatly to the wise policy decisions that can result in substantial improvement in well-being and at the same time frequently result in lower costs in dealing with a problem.

Mr. Chairman, I have a statement. It is fairly long, and the points in it have been covered in some prior discussions that we have had. With your permission, I would like to insert it in the record, and just emphasize nine points, if I may.

The CHAIRMAN. Without objection, your statement will be included in the record in full, and we welcome the opportunity for you to summarize your statement.

Mr. GRANT. The first point that I really want to underline for all of us is the point you made, Mr. Chairman, in opening up, which is that there really has been a lot of progress in the past 35 years. One can say, in many respects, that there has been more progress for children on this globe since the late 1940's than in the entire prior period since the birth of Christ.

This is a very satisfying accomplishment but, obviously, as we heard, much remains to be done. Some 40,000 small children die every day, and every 3 days that adds up to the total of a Hiroshima. Another 40,000 small children every day are disabled. In a low-income family in south Asia, the average child is sick 160 days a year, a drag not only on him, obviously, but a tremendous drag on a mother and a family. Much remains to be done.

Second, it should be emphasized that malnutrition is very much at the heart of this problem, and that two-thirds to three-quarters of these deaths are malnutrition related. What is not widely recognized, but which again our chairman has referred to, is that malnutrition in the world is as a result only in part of the shortage of food in the family. At least half of the serious malnutrition among children of the world results from disease.

A child who is at a marginal nutritional level gets a bad case of diarrhea; that pulls it down the nutritional ladder. The child then gets a case of measles; that pulls it further down that nutritional ladder and the child may die or be crippled from the measles. It is the interaction of tight food supplies and disease and infection that gives most of the serious malnutrition that is the problem around the world, and which means that if a child then gets measles, that child is 400 times more likely to die or be crippled than a child brought up in a normal American home.

Third, we do need to stress in the 1980's that the global recession has had a major negative impact around the world, not only in our own country, but most particularly on the poorer countries, and most particularly on the poorer families in those countries, and particularly on mothers and small children. In those countries, there is no social security, there is no safety net.

I should say that UNICEF made the first global study of the impact of the recession on children last year, and it came out this spring. There were 10 case study countries in it, of which the United States was one. The conclusion of the study was that the progress for children of the past 30 years is slowing down all over the world. In some countries, we are getting actual deterioration, particularly in Africa, but even including in parts of countries like the United States. If one made a generalization, one can say that in this global recession of the 1980's, essentially the approach in most countries has been to treat mothers and children last—mothers and children last, usually unconsciously, but that has been the result of adjustment policies.

One of my appeals to this committee is the hope that when Congress looks at legislation, such as that for the International Monetary Fund, the question should be asked: What is going to be the impact of this legislation on mothers and children?

I should note that Africa has been the worst hit by this recession economically. This has followed the fact that Africa was already the least developed. It has had the great problem of droughts, and then there have been all the problems of war, both across borders and within countries; for example, Chad, Ethiopia, Southern Africa.

The fourth point is the fact that I think we must plan for the next 5 or 10 years on resources being tight for programs to benefit mothers and children in distress, and this means that we must find more ways of doing much more with the same, or with a little bit more.

Fifth, we are in the fortunate position that in the early 1980's, it is possible to say that there is new hope in dark times. This global recession has forced people to take a much harder look at the situation, just as the current situation in the United States helped motivate the establishment of this committee.

Out of this reexamination has come the conclusion that there are a series of low-cost technologies that could have a tremendous impact on the well-being of children. Mr. Hall was just holding up one and demonstrating it—oral rehydration salt—that could have a tremendous impact on children if they were only used.

We are discovering at the same time that there are a whole series of communications channels for getting this knowledge to people, because in the final analysis it is the families themselves that have to want and use these technologies. This holds out the possibility of a communication revolution to accompany the technological revolution. Together we have called this the potential for a child survival and development revolution.

On the technological side, there are four techniques that have been identified as being low-cost and of mass applicability. One of these is oral rehydration therapy, which could, as Congressman Hall said, affect their lives. Some 5 million small children now die every year from dehydration and diarrhea deaths which could be prevented with this package, which costs 4 cents to buy, and which, if you don't have the packet, the mother can make a home remedy out of salt and sugar that is 80 percent as good. It is really one of the great technological discoveries of all times. Unfortunately, only probably less than 10 percent of the people who need to know that this exists know it.

The second great technological advance area is immunization. Another 5 million small children die each year because they are not immunized against the six diseases for which we now have relatively cheap vaccines, relatively heat stable vaccines, and which are now ready to be used on a mass basis. The vaccines themselves cost less than 50 cents to immunize a child against all six diseases.

Breastfeeding is another—you might call it a rediscovered technology—and the fourth is growth monitoring, where the discovery of a very simple device called a growth chart—can have a tremendous impact on the survival of children.

I should mention that in addition to the four major techniques which I just mentioned, which we sometimes call "GOBI," G for growth monitoring; O for oral rehydration; B for breastfeeding and weening foods; and I for immunization, there is a luxury version called GOBI-FFF.

The three F's are: Family spacing, we find that where low-income mothers have babies every 3 years, instead of every 1 year, it cuts the death rate in half; female literacy, the correlation between literacy among women and lower death rate and lower birth weight is dramatic; and the third is food supplements for those where there is the problem of real food shortage in families.

These are either more difficult, as with family spacing, or more expensive as with food supplements. But for any country prepared to do the GOBI-FFF version, our conclusion is that 9 out of 10 of the countries could expect a two-thirds reduction in their infant and child death rates and disability rates.

My fifth point is that it is the judgment of the World Health Organization, UNICEF, the World Bank, AID, and others that any government that is prepared to reach their people effectively to encourage use of these four technologies can expect, in 8, 10, or 12 years, to cut the death rate and the disability rate of their children in half.

To get it out, of course, is the problem of communication. Here what we have discovered is that in the last 10 or 15 years, thanks in large part to the investment and the growth that is going on, every other home has a transistor radio today, but they are not being used to advertise in some 30-second spots, "Get your child immunized." or "There is a cure for the dehydration that is the biggest killer in the country."

The school systems are not effectively used either for this purpose. We are now getting the primary health care systems, they are beginning to move, but even they equally don't yet use these new technologies. There are also great opportunities to use parish priests, and others. What we are discovering is that if a government will take the lead and mobilize all of these groups, the increased communication capacity and the resulting benefits can be tremendous indeed.

This leads me to my sixth point. It sounds simple, and the expenditure is modest, but the great big if is that some in leadership positions must want to do it. It is amazing how much inertia exists. There is first the problem of making people aware that the possibility exists to have a child survival revolution, but then once it is done, how do you convince the leaders of a country to really do it?

Here is where the need is for the kind, ultimately, of movement as we have seen in the women's field, the environment field, the civil rights field, to create a change of attitude on this.

The seventh point is the question that is always raised, What is the impact on population? If the committee is interested, we can come back to this. The interesting conclusion that we, and the U.N. Fund for Population Activities has reached on this, is that implementation of the child survival revolution will probably result in slowing world population growth rather than accelerating it.

My eighth point is on the world reaction to date. We articulated the potential for the Child Survival Revolution in December 1982, and I must say that world reaction has been very reassuring. In the first year, the rhetorical support has been as good as one could ask for.

It began on the very first day with people as different as the Secretary General, who led it off, Indira Ghandri in India, Maggie Thatcher in the United Kingdom, President Betancourt in Colombia, just to give you a few of the people who, on the day it was announced, came out with public endorsement of this revolution.

Within a matter of weeks amd months, others, including President Reagan, came out with endorsements. President Reagan called on all Americans to do their part to support the Child Survival Revolution. This was, of course, at the rhetorical level.

The second year, the challenge has been, how do you actually make things happen? Very exciting things are beginning to happen. Just last Saturday in Colombia, for example, they had a mass universal immunization, the first of 3 days this summer—this is their winter and hence it is cooler for the vaccine's transport, and this is something that will be done every year—they got nearly 90 percent of the children in to be vaccinated.

If you look around the world at this moment, the countries that are beginning to move on this include, if you look at Latin America, Colombia, Honduras, Nicaragua, Haiti—surprisingly enough, a very interesting program in Haiti—Upper Volta, Tanzania, Ethiopia—particularly the city of Addis Ababa, which started the campaign, and they now have an infant mortality about that of the United States in the late 1800's, and they expect to reach the infant mortality rate of the United States of 1940 by 1990. I think they have a fair chance of doing it. It will be half the rate shown on that chart for Tanzania with its 100 level.

As you move into Asia, Pakistan, India. A very interesting program is evolving in India on this, the cost will be quite substantial.

It is a big country. As many children die in India every year as in all of Africa. It is a big place. Mrs. Gandri would have made some major statements on this if the Punjab tragedy had not occurred. She is now approaching the population problem by walking on two legs. One is that you must assure survival of the two or three children who come in the family first, and family planning is the second. Both are required.

I would say that we are off to an encouraging start. International organizations, are involved. The Vatican has come out committing its resources worldwide to this. His Holiness the Pope has personally spoken out. When the UNICEF board met in Rome last month, he had us for nearly an hour to talk about how we would get on with this. His statement was put out in many languages. The parish priests in many countries now are beginning to pick this up.

The League of Red Cross Societies have made this the first priority of their work for the next 10 years, and the International Pediatrics Association is fully involved. This is really beginning to get some traction.

This brings me to my final point which is: What is it that Americans can do? Clearly, for this committee, it is a question of what Congress can do. I should say and I should underline, you have done a lot already. But it is always a question of what more can we do.

We in UNICEF are very conscious that for the last 3 to 4 years, you have given us a modest appropriation increase each year at a time when it made a world of difference. Clearly, measures like the joint congressional resolution that was passed last year endorsing the Child Survival Revolution have been very useful to us in other countries.

The money for agencies like UNICEF, the United Nations Development Program, IDA—we can't do these programs without the backing of the International Development Association—is critical. IDA is the big funder for the low-income countries. IFAD money also makes a difference.

You have before the Congress this year a proposal for a Child Survival Fund, introduced in both Houses, calling initially for $50 million, but it has been authorized at $25 million in the Foreign Affairs and Foreign Relations Committees. I would say that if there were a fund of this sort targeted just on these kinds of programs, the positive repercussions could be tremendous. A $100 million fund—a challenge fund—could literally be saving 1 million lives a year, avoiding a million disabilities a year, and reducing birth rates as well.

In terms of private Americans, and you, Congressmen, take such an important role there, I would just say this: Private Americans obviously can contribute to private sources of their choice. We have the Red Cross in Colombia, and the Red Cross in Brazil playing a major role, but they need financial support which can come from the Red Cross societies in the United States and in Europe.

We now have parish priests of Latin America participating, but it takes money to run these things, and through the Catholic Church, the money can come to it. Save the Children—all of these are possibilities. UNICEF, with its greetings cards, is, of course, always happy to get financial support.

The second thing that private Americans can do, and I would say that this is the most important, is to spread the word that there is a possibility for a dramatic improvement in the health and well-being of the most important resource in the world, if we only would get at it. But most people don't believe it * * * it is too good to be true.

Finally, and extremely important, it is amazing how important the example of the way individual Americans do things is abroad. The whole turnaround in the promotion of breast feeding in developing countries—I would say that two-thirds of our ability to convince on this has been the fact that we have been able to say, "You know, in the United States, 15 years ago less than 20 percent of educated American women breast fed their babies. Today it is well over 50 percent. In some countries it is over 70 or 75 percent." In Scandinavia it has gone from less than 20 percent in the late 1970's to over 70 percent. I was just in Finland last week, and it is now 85 percent.

This is an example that is incredibly powerful in developing countries. We have the same challenge on the use of the oral rehydration therapy. Despite the fact that the Surgeon General of the United States has said that this is the best way of treating diarrhea—there are still a heck of a lot of cases of diarrhea in our hospitals, something like 7 percent of all children in U.S. hospitals—the majority of American doctors and the majority of American hospitals still don't use it.

The first question that we get in India or in Colombia is, Are you giving us a second best, poor man solution? Clearly, the ability to be able to say that this is what the leading hospitals and the leading doctors in the United States are doing makes a great difference. So the power of example here is very great.

With this, let me just say, Mr. Chairman, that this committee has a great opportunity to help on the global scene, quite apart from the major contribution you can make on the internal scene, and I am very appreciative of this opportunity to speak before you.

Thank you.

[The prepared statement of Mr. Grant appears at the conclusion of the hearing, see p. 99.]

The CHAIRMAN. We are very pleased to have you, sir. Thank you.

You mentioned earlier the focus on children that many nations have taken. The 10 nations that were studied pay more attention to their children's health than others.

Your program focuses specifically on children. Do you believe that antihunger programs should focus on children, and, if so, why?

Mr. GRANT. We believe that antihunger programs should give particular attention to the very young child and pregnant mothers because this is the critical phase of child development, and the antihunger money that will go to that group will produce the biggest beneficial results.

I should mention that in this study it did indicate—the one done by the consultants for us from the United States—did indicate that in parts of the United States, with the impact of the recession, a modest rise in infant mortality in some places, and obviously a slowdown in the trend that we have been seeing in the last years.

The CHAIRMAN. You mentioned that the expansion of GOBI will rely on efforts at many levels by community, government, and international agencies. What should be the role of the U.S. Government in relation to these efforts?

Mr. GRANT. It should be to support them through all of its channels. I must say that it was most welcome to have President Reagan's statement on this. I should underline that U.S. AID has been an active mover in this field.

Americans can take great satisfaction on this oral rehydration therapy. The research on it was done in what is the old cholera research lab in Bangladesh, largely funded by the United States, and three-quarters of the research money in the development of this came from U.S. funds over the last 15 years. These should be continued.

The CHAIRMAN. Dr. Grant, will you please open one of those packages and pour the contents into the pitcher there in front of you. I am going to have one of the staff members give some of the solution to our colleagues.

Mr. GRANT. This is for one liter. I would say, looking at this pitcher, this is two-thirds of a liter.

The CHAIRMAN. You can go lightly on the dosage.

Mr. GRANT. If you look at the packages before you, you have some that have been made in Colombia by machinery financed by UNICEF, and you also have American packages distributed by U.S. AID that are being used very widely in the world.

The CHAIRMAN. We would just like for our colleagues to taste and see how simple that solution is.

Mr. GRANT. One of the television programs on ABC, "20/20", had a 15-minute show on this. Hugh Downs went out to Bangladesh, and to their complete surprise, there were two cases when they came in where the children had just been brought in, and they were just fading away from dehydration. Six hours later, they came back, and those children were twiddling their toes and eating.

The way you test this to see that the mix is right, if it is saltier than tears, the mix is too heavy. I suspect that mothers are a better judge of whether this is saltier than tears than most men. I think this one works out all right.

You can make something 80 percent as good at home, I said, by taking sugar and salt, mixing it with water in the right proportion. This spoon is made in India, and it is for your typical tumbler. You fill this end with sugar, and you fill that end full of salt. Then if you have five bananas, and that is a hard thing to do, you get something 95 percent as good as the packet using your home mix.

Mr. MORRISON. If the chairman would yield for just one question.

The CHAIRMAN. I will be glad to yield to the gentleman from Washington.

Mr. MORRISON. It was mentioned to us yesterday in Mississippi that the pediatricians there were advising that the use of light salt, which has a different mixture of compounds, with Kool-Aid, something that is very readily available in all American stores. Is that a satisfactory substitute in your experience?

Mr. GRANT. It is not as good as this, but it is a very useful substitute. I think what is worth emphasizing is that in many parts of the world, the starting problem is that when a child gets diarrhea, the way a mother thinks that you can cope with it is you stop feeding that child. They believe that if they stop putting fluid foods in, the diarrhea will stop running out. That is absolutely the worst thing that you can do, but this is a problem all over the world.

The starting thing is, when a child has diarrhea, put in fluid and feed it. The great majority of the fluids that you put in the child will flow right through it because with diarrhea their intestines absorb much less water. The magic of glucose was the discovery with this exact amount of glucose, not too much and not too little, the body would absorb 25 times more of the water and the salt than it would without it.

Anything that produces this kind of a result will help. Kool-Aid has sugar in it, and you put some salt in it, will help, even though you don't have the optimal mix. Actually, the thing in this country that is the closest thing to this is Gatorade. Gatorade has all the same ingredients that are in this package, the mix is just different because it is made for people who became dehydrated through sweat rather than dehydrated through losing fluid through the kidneys. So the chemical mixture is different.

Gatorade, interestingly enough, is sold as a food, but we are having a problem with the Food and Drug Administration. The advice that is before the FDA now is that ORS should only be sold with a label on it saying "To be used for children under 2 only with medical supervision." This would be death for us abroad because it took us 3 years in Brazil to get the pediatricians of Brazil to agree to the use of the oral rehydration packets.

Doctors are very conservative. They are very cautious. To put this kind of a label on American packages would be, I regret to say, a very serious problem for us because many would insist that the same thing be done in the developing countries. Since 90 percent of the children never see a doctor in most of these countries, you are in effect saying, "You can't use it."

Mr. MORRISON. Mr. Chairman, I thank the gentleman for his response, and I would suggest that the committee record show that this suggestion is a very practical one. We, in fact, let our opinions be known to the Food and Drug Administration that this obviously should be cleared without any of the strings attached that Mr. Grant has alluded to.

I thank the chairman for yielding.

The CHAIRMAN. The gentleman's advice is well taken and sustained.

I would recognize now Mr. Hall from Ohio.

I would also like to note the presence of Senator Leahy, who I know is under time constraints. I am going to ask him if he would join Dr. Grant at the table, so that at the proper time we can ask him to submit his testimony. We want to thank the Senator for being here.

Mr. Hall.

Mr. HALL. Thank you, Mr. Chairman.

Dr. Grant, thank you so much for your testimony. You talked about three things specifically, oral rehydration and salt, immunization, and breastfeeding, very practical ideas that really work.

Mr. GRANT. And the growth charts.

Mr. HALL. And growth charts. How does this relate then, and can you outline if there is a relationship between U.S. Government surplus dry milk that goes overseas?

Mr. GRANT. As I said, in addition to these four techniques that we call the GOBI, there are the three F's that can go with it, and one of these is food supplementation. U.S. surplus foods, whether they are grains or dry milk, can play a very important role on the food supplement side.

As you know, there has been quite a controversy on the infant formula question, but that is really the question of how you use milk products as a substitute for breast milk at a very young age. There is no question but that milk is a very important food supplement for children. It is just that it needs a fair amount of education that when it gets mixed, the water should be clean.

The great danger that we found, if I may divert for just one moment, in the use of dry milk for small babies is that when it is put in the feeding bottle it is very hard to get that bottle clean. When you are in a tropical situation, with water that is not very clean, the bottle isn't clean, the nipple isn't clean, the whole bottle in a 90° humid place becomes a serious problem. For the small children, milk is a tremendous supplement and can be used very effectively. UNICEF, as the milk agency of the world, has been a great user of it.

Mr. HALL. In light of that, how do we develop a system to educate mothers of the world on breastfeeding, on immunization, and on salts?

Mr. GRANT. The key, of course, is to mobilize all of the organized channels of communication. If one can convince the radio broadcasters of the developing world—there is a radio in every other rural home on the average in the developing world—to carry spots promoting breastfeeding, promoting the proper use of milk, promoting the washing of hands, promoting the use of oral rehydration therapy, this would have a tremendous impact.

It is worth noting that in Colombia, for example, where they pulled out the stops on all this, just last Saturday, in that case for the immunization program, and they have a parallel for oral rehydration, they had Archbishops out there inoculating, the President was in inoculating. All past Presidents participated in this.

So there are these channels of communication that can be used, schoolteachers, textbooks. Politicians, obviously, can play a role, and in several countries the parliamentarians, in going back to their districts, have played a very important role in this.

Mr. HALL. Thank you.

The CHAIRMAN. Mr. Gilman.

Mr. GILMAN. Thank you, Mr. Chairman.

Mr. Grant, we certainly welcome some of your thoughts today. You stress the need for better communication. Can our own USIA be taking part in that effort, and have they taken part?

Do you see a role for them in developing better communication to make use of such things as the oral rehydration therapy, growth monitoring, expanded immunization and the promotion of scientific knowledge about the advantages of breastfeeding, and about how and when an infant should be given supplementary foods?

Mr. **Grant**. They, obviously, have carried stories on this. This has been news. It was just a year ago that the United States convened an international conference on oral rehydration therapy, and the Secretary of Health and Human Resources and Vice President Bush helped to open it. This was carried.

I am confident, however, that USIA could do a great deal more, just as every channel of communication. If, for example, the head of USIA were up here and he were asked what is his Agency doing to get this message out, there is no question that more could be done.

We asked the same kind of question to UNICEF, to our own people. Our big communication is the greeting card. The initial reaction of our greeting card people was, "Don't muddle with our pretty cards that we are selling and making $20 million a year." But once they turned to on it, they have produced a whole new family of cards: Picassos showing mothers breastfeeding, and messages spreading the word in the back, that people can now buy to help spread the word.

Almost all of the existing agencies—it would be interesting to ask Ambassadors who come up, because they have a lot of influence in the countries they are posted in, "What have you done in the countries that you are posted to to encourage the Child Survival Revolution?"

Mr. **Gilman**. I assume that at the United Nations you have an opportunity, with all of the delegations that come to the General Assembly and the other committees, to put a great deal more pressure on the various delegations to take home this important message.

Does that work out? Do you find resistance? Do you find cooperation?

Mr. **Grant**. No. I must say, Mr. Gilman, they are so used to my reaching down into my pocket now to pull out the oral rehydration packet, and to reach down into the other pocket to bring out the spoon for the homebrew, and to reach into the coat pocket to pull out the growth monitoring thing, there is almost a chuckle now.

The problem is that after you get acceptance, how do we translate it into action. The world is full of ideas that people say, yes, that is a good thing to do, but somehow they don't do it. You have to overcome inertia on something like the oral rehydration.

When I was in the holy see, I talked to His Holiness and talked to an Archbishop, and the Archbishop said, "You know, Mr. Grant, we are going to throw all of the resources of the church behind this. The Child Survival Revolution makes sense. But, you have to recognize that we are probably no different than UNICEF, and we are very confident that if you, Mr. Grant, as the executive director of UNICEF, get up and make a statement about a new policy that is quite different from what your people in the field have been doing, it will take 2 or 3 years before your 100 offices in the field really start doing it. For our case, where we have bishops that are in Colombia, who were born in Colombia, in Brazil, who were born in Brazil, it may well take 5 to 7 years."

It takes time, and I think this is the principal problem that we face on a set of ideas that people sort of accept. You have to get people truly involved.

Then you have the problem that even with something like the oral rehydration therapy, the principal bread-and-butter or income-earner for many doctors in developing countries is diarrhea. In effect, if they push it all back to the families to cure, they are giving it all up. There is some ambivalence on this. Generally, when you really face it, they will come along. This is why it was so important that the International Pediatrics Association came out last fall, in their meeting in Manila, supporting it.

There are a lot of little obstacles. There are not the big obstacles that you face in trying to get a land reform program through, but there are a lot of little obstacles that one faces in moving this forward. That is why leadership, pushing, support by the Congress, asking questions by the Congress, can have a very powerful impact over the next 5 years.

Mr. Gilman I note in your testimony that you tell us what best we can do is keeping up the pressure, and keeping up the resources. Are your resources now adequate enough to fulfill your needs for distribution of this kind of material?

Mr. Grant. We are still tight. There is no question that we are tight, and so are some of the major support agencies, the International Development Association and the Bank are tight. UNDP is tight. More money is needed, but not vast sums.

Having said that, I would say if we can get at least some modest increase of support for this financially, and at the same time, in all your committees, the question is asked: "What is this agency doing on this?" it would be of great help. We want you to use the increase on these highest priority payoffs. This could make a tremendous difference.

As I said earlier, we are in an era where we have got to figure out how we do much more with the same, and restructure existing resources. One of the problems is that country after country will spend its money on hospitals rather than sending people, when clearly the mix ought to be the other way around. These are not easy things to change.

Mr. Gilman. Are other nations doing their fair share in the United Nations?

Mr. Grant. Some are and some aren't. I just came from a trip to Finland, and a trip to the German Democratic Republic. Finland has increased its contribution fourfold in the last 2 years to UNICEF. Per Fin, they now give five times per American. I said, "Thank you very much," and then went on to remind them, "you have now reached half the level of the Swedes and the Norwegians." So they are still pushing.

In Eastern Europe, the contribution is very modest, indeed, and we get only 1 percent of our money for UNICEF from the Socialist countries. One of my major objectives in the next 2 or 3 years is to somehow get a significant shift in that.

Mr. Gilman. How does the United States compare to other nations by way of their contribution?

Mr. Grant. The United States puts up about one-fifth of UNICEF money. For the United Nations generally, where contributions are assessed, the United States puts up a quarter. So the United States puts up something less for both UNICEF and UNDP than it does for those agencies with assessed budgets. Obviously, the argument that Brad Morse and I make is that with a voluntary contribution agency like UNICEF and UNDP, you don't have to give a thing. On the other hand, if you think that UNICEF and the U.N. Development Program, and the UNFPA are doing an above average job, you ought to give us at least as much of our budget as you would give to an agency on the assessed side. I should say that the percentage for both agencies has gone up modestly in the last 3 years.

Mr. GILMAN. Again, we want to thank you for your contribution to our work on this committee, and for making such an excellent presentation. We wish you well in your continued work at the United Nations.

Mr. GRANT. Thank you, and with your help, I think a lot can be done.

The CHAIRMAN. Dr. Grant, why don't you stay right there. We are going to suspend any questions that might be asked.

I would like to now introduce one of our most respected colleagues who has represented the State of Vermont in the Senate for almost a decade. Senator Patrick Leahy's continuing strong leadership on hunger related global issues has been outstanding as was exhibited by his contribution to the Presidential Commission on World Hunger Report in 1980, and his ongoing service on the Senate Committee on Agriculture, Nutrition, and Forestry.

We are particularly grateful to Senator Leahy for coming to share his expertise before the committee today; I know how hectic his schedule is in light of the legislative agenda before both Houses of Congress.

Senator Leahy, thank you for being here.

STATEMENT OF SENATOR PATRICK LEAHY, A U.S. SENATOR FROM THE STATE OF VERMONT

Senator LEAHY. Thank you, Mr. Chairman, and thank you for that very, very generous introduction.

I want to commend you and the members of your committee for having a House Select Committee on Hunger. Each one of you on both sides of the aisle have a great deal of pressure on your own time, and a great deal of responsibility. The fact that you have one of the best turn-outs that I have seen at any committee on either side of the aisle is testimony to your own commitment.

It is an honor for me to be at the first meeting of the Select Committee on Hunger. I say that because I think your work is going to be valuable, not just to those of us in the Congress, but to all the American people. I think that it is going to bring needed attention to the plight of millions of people, both in this country and abroad, for whom the daily struggle of life is centered on simply getting enough food to eat.

These people do not look at the great power struggles of major nations, or the great power struggles of major corporate or banking entities, but rather just getting enough to eat.

I think that it is sometimes difficult for people in this country, blessed as we are with the tremendous agricultural bounty, to fully grasp the severity of the problem of hunger and malnutrition, which are not only plaguing parts of the world, but frankly parts of our own country.

As a member of the President's Select Commission on World Hunger in 1980, I had the distinct pleasure of serving on that with Congressman Gilman, and as ranking member of the Senate Agriculture Subcommittee on Nutrition, I think I have learned something about this important issue. I am here to say, notwithstanding callous and sensitive remarks of some, that hunger in America is real. Hunger in the world is severe, and we in Congress have to redouble our efforts to solve this problem.

I say, we here in Congress, because unfortunately I think the administration, unlike others before it, has chosen not to display the kind of leadership on these most important issues. I think that it is unfortunate because both Republicans and Democrats, in the House and the Senate, have been the leaders for decades in this country on hunger issues. No worthy members of both parties has stood out. In fact, our best nutrition legislation was passed because of bipartisan support and administrations in the past, Republican and Democrat, have given it their support.

Today, the American people are subjected to glib comments about the character of hungry people in this country, at the same time billions are cut from food assistance programs. They are witness to the appalling spectacle of an administration which tried to hold desperately needed food aid for WIC, child nutrition, and aid to Africa hostage to funds for a wrong-headed, failed, and not-so-secret war in Central America. We had to lobby all day long yesterday to get those funds separated in the Senate.

Let me speak to a couple of statistics on hunger.

Approximately 500 million people in the world do not get enough food to eat every day.

One in 9—1 in 9—people on this planet suffers from severe, systematic malnutrition. In many countries, the majority afflicted are the children.

Here at home, 1 million fewer children now receive school lunches. More than 250,000 no longer get school breakfasts, and some 2,000 schools no longer serve either meal, as a result of what many of us believe were shortsighted and unnecessary budget cuts made in child nutrition programs in 1981.

The Center on Budget and Policy Priorities, a nonprofit, independent research and analysis group, found that more than half of the 181 emergency food aid programs they surveyed between February 1982 and February 1983 experienced increases of 50 percent or more in the number of people served. Over one-third of the emergency programs contacted doubled in size during this period. More recently, the U.S. Conference of Mayors Task Force on Joblessness and Hunger found that the need for emergency food aid increased in 19 of 20 cities surveyed.

In my own State of Vermont, the Central Vermont Community Action Agency fed 250 percent more families in 1983 than it did in 1982. The Addison County, Vermont, Community Action Agency fed 1,750 families in 1983 compared with 500 in 1980. I should point out, incidentally, Mr. Chairman, that this is a county which is on a per capita basis one of the best agricultural producing counties in our State.

It is fact, it is not fiction. It is truth, not anecdote. Those people seeking emergency aid are not there because a Presidential aide said last year, "the food is free and that's easier than paying for it." These are proud, proud Americans who are hurt even to go and ask for food, but are doing it out of desperation.

The statements that they are taking it because it is easier than paying for it are easier to make than the development of a coherent, rational policy for reducing the incidence of hunger and malnutrition both here and abroad, the kind of policies that the members of this committee on both sides of the aisle have worked for.

It is my hope that the work of this committee will show the American people how poor a choice has been made. Many of the world's developing nations are caught in a cruel trap.

On the one hand, their agricultural land base is adequate and their growing seasons are well suited to the production of enough food for their people. On the other hand, they are often forced to ignore food production for domestic use in order to grow and export cash crops to earn badly needed funds to service their crushing international debt obligations. In fact, their collective debt has been estimated at $600 billion.

While serving on the Select Commission on World Hunger, I learned of a particularly illuminating example of this cash-crop dilemma. In Colombia, a landowner can earn up to 1 million pesos for an acre of carnations for the export market, but only about 6,000 pesos for an acre of wheat grown for domestic use. Which do you think he is going to do?

A Brazilian official said, and I quote:

> The immediate objective is attending to the needs of our foreign markets. Agriculture for the domestic market remains inefficient and expensive and has few prospects for overcoming the rut.

Africans eat 15 percent less now than in 1970, and 20 percent less now than in 1960, while production there of tea has increased sixfold, coffee fourfold, and sugar cane threefold. What kind of priorities?

Should we in the West expect fresh carnations for our lapels and gowns at the expense of food for millions of people? I think not.

We have been a leader among nations for food aid, and we should remain so. We should also continue to work through the Public Law 480 program and our international agencies to help developing countries establish sufficient agricultural production for domestic consumption.

To eliminate the cash-crop dilemma, we should encourage international lending institutions, both public and private, to lessen the burden of debt payments.

I am not advocating loan forgiveness. I am saying that those payments must be made affordable, and not leave a nation with a Hobson's choice of exporting carnations at the expense of their national diet or going bankrupt. What kind of a choice is that to place on a nation?

Mr. Chairman, here at home, we must strengthen our commitments to food assistance programs. For too long now we have been hearing that every food aid program in this country is only for deadbeats or cheats. In fact, food assistance programs have proven effective in curbing the incidence of hunger and malnutrition in this country.

How can we as a Nation, the wealthiest and most powerful Nation in the world—in the world—allow malnutrition and hunger within our own borders? I am willing to bet that every member of this committee could go back to his district, land wherever it is that they come to the airport or drive, and within 20 minutes—within 20 minutes—find real hunger and malnutrition.

Not deadbeats trying to chisel in on some program, but real hunger and malnutrition that can be found in any district in this country. You can find it in any State in this country, and you can certainly find it in my own.

We do not now need to slide backward. I think if we follow what OMB and others have charted, then people who need aid are not going to get it. We could always improve program effectiveness and efficiency. For 3 years now, an ax has been used where a scalpel was called for. The incidence of hunger and malnutrition in this country is on the increase, and that is an ominous sign.

The President's Task Force on Food Assistance said that hunger is a real and significant problem throughout our Nation. The emminent scientist Jean Mayer said that we are in danger of returning to one social ill that we had eliminated.

This is one thing that we could be so proud of, we were eliminating hunger and malnutrition in this country. Let's not backslide. Let's move forward to a sound nutrition policy. Let's recommit ourselves to the goal of eliminating hunger in this country.

In conclusion, Mr. Chairman, let me congratulate again you and all members of this committee, because I think this is one area where we can bring the kind of bipartisan consensus we have had in the past on these hunger programs, and to remind Americans, those who need the reminder, that hunger is still real in the United States. Those that don't need the reminder, they know it. They know it because they live with it every day for as long as they live. Let's remind the others.

Thank you.

[The prepared statement of Senator Leahy appears at the conclusion of the hearing, see p. 122.]

The CHAIRMAN. Thank you, Senator. We really appreciate your coming before us today.

Thank you very much.

Mr. DASCHLE. Mr. Chairman.

The CHAIRMAN. Mr. Daschle.

Mr. DASCHLE. First of all, I applaud the Senator for an excellent statement. I know he has to leave, and I am sorry we can't talk to him more about some of the points he raised.

In your statement, you say that we need to keep pushing for resources. Resources, to me, mean many different things. From what layman's understanding I have of resources, at least they would be food, medical products, people, and transportation.

My first question is, am I leaving anything out? Second, as we look at resources, do we have a balanced need for them all, or is there a dire need for one more than the other?

I was interested in our task force meeting last week in which they said that the United States really doesn't emphasize the people resources as much as they do the technical assistance.

How do you see it? Do we have an across-the-board need, or do we need to focus, to one or two of those that I have mentioned?

Mr. GRANT. It varies by country. You get to Africa today, there is an across-the-board problem. You go to Tanzania today, factories are running at one-third of capacity because of lack of raw materials. So plants that are making oral rehydration salts, for example, close down production.

There isn't the gasoline to drive the vehicles, the ambulances that are at the health clinics. The drug supplies run out in the country before the year is half out, the funding that is available for drugs is limited. Health clinics all over Africa have bare shelves when you go in to see them.

If one really looks at the African problem, and take that as the worst, it requires a comprehensive total approach, including what the IMF does, what our trade policies are toward it, the overall availability of food aid.

This is really where USAID, with its rather comprehensive approach, becomes relevant, but it is important for Congress to ask the questions of the IMF, and what is the United States doing with the IMF as it approaches these kinds of questions.

Now, I must confess, in my own case, I have some of the questions that you have. I am myself going to Mali 10 days from now to hunker down for several days in Timbuktu, just to see at the end of the line, looking back up, where some of the breakdowns seem to be. A lot of the breakdowns are policies of government. Then the question is how do you put the pressure on the policies of governments.

Liv Ullman was in Timbuktu, Mali 6 weeks ago. She was so shaken by what she saw. There were stacks of ORS packets in the local clinic, but nobody knew how to use them for the biggest killer, and they were sitting there unused. She came back and she had a press conference, and she was very outspoken. The consternation among Government officials at what she said, and among my own people was considerable.

It is very interesting that the president of that country looked at her press conference, and he said, "Put it on radio. Put it on television," and a series of jobs changed in the next month as a result of her comments because of internal policies, but a lot of it relates to U.S. policies.

You have before the Congress the proposal for additional food aid for Africa, and that will make a big difference. The question of IDA—the countries of Africa are the biggest beneficiaries of IDA. Because the soft loan window of the bank is not expanding the way every country but the United States is prepared to do, Africa will be the principal victim of this.

Also clearly, at the political level, there is the need to bring some solutions to the Namibian problems and other things because of all the fighting that this brings on. It is a very complex situation where, while we wait for time to sort some things out, a lot of useful things can be done to change the trend in the monetary field, and in these kinds of fields.

Mr. **Daschle**. Thank you, Mr. Chairman.

The **Chairman**. Thank you, Mr. Daschle.

Let me remind the committee that we have many more witnesses, and if we continue to question our one witness here, we might lose some of those other witnesses. So please be brief, if you can.

Mr. Morrison.

Mr. **Morrison**. Thank you, Mr. Chairman.

Mr. Grant, the World Health Organization has been very active in advancing the cause of food irradiation, which is now in widespread use in about 29 different nations around the world. The American Medical Association just this last week endorsed food irradiation legislation that we have before the Congress.

Have you, through UNICEF, taken a position on the use of this new food preservation technology because of its ability to advance or to make the food products that we have deliverable and last longer in various parts of the world?

Mr. **Grant**. No, sir, we have not, as an agency, taken a position on this. In some individual countries, our people may have done something. We are a highly decentralized agency. But as a worldwide agency, UNICEF has not spoken out on this.

Mr. **Morrison**. Do you see it personally as a technology that may be helpful in answering some of the problems of distribution of food around the world?

Mr. **Grant**. I would certainly think so. We have a real question of how do you maintain the shelf-life, if you want to call it that, of foods, particularly if you are trying to get them into the heart of Africa, and into the rural areas. Let me just say on this, you have prodded me, and I will look into this. When I come back, I will drop you a line.

Mr. **Morrison**. Great. Thank you very much, Mr. Grant.

Thank you, Mr. Chairman.

The **Chairman**. Mr. Smith.

Mr. **Smith**. Thank you, Mr. Chairman.

I just have one question, Mr. Grant. I, too, thank you for coming.

I am interested, from your point of view as the director of UNICEF, whether or not you see a disconnection or a lack of coordination between the efforts, particularly in this country, and the distribution of surplus foods to Third World countries, recognizing that there are many organizations such as the Food and Agriculture, the World Food Council, the Agency for International Development, the Development Banks.

It seems to me that you, as a person who looks at the total picture, might comment on the question. Is there a need for more coordination through the various agencies that are attempting in good faith to distribute what has been a surplus food situation in this country to assist Third World countries?

Mr. **Grant**. The short answer is, yes, there is need for better coordination—better cooperation—and it is recognized by the heads of most of the major agencies involved. I would say that there has been a substantial improvement in the last 12 months, I don't know if it is 20 or 30 percent, but it is a substantial improvement.

For example, one of the purposes of my trip to Mali and Upper Volta is to look just at this question. I am doing this jointly with the United Nations Development Program, with the World Food Program, and I obviously will be consulting with the USAID people in the countries that I am visiting.

The short answer is, yes, more coordination and cooperation is needed. The trend is clearly in the right direction.

Mr. SMITH. I appreciate that, Mr. Grant, and if you get a handle on that, will you let us know how we can help you, if we can?

Mr. GRANT. Yes.

Mr. SMITH. Mr. Chairman, we didn't get a chance to discuss some of the issues with the Senator, but I did want to place in the record, if I may, a recapitulation of what is occurring currently in the food programs in this country, indicating that we are spending $19.4 billion, indicating that from 1980 to 1983, our food stamp spending is up 43 percent, the WIC program is up 60 percent. The school lunch programs are almost balanced, but yet the targeting is better.

I am only doing so, Mr. Chairman, to point out that there is a great deal being done, and certainly those of us who were in Mississippi understand that there is more to be done, but I don't want anybody to get the idea that this country, or this administration is turning their back on hungry people because that is not true. I would like to submit this, for the record, if you would allow me to do so.

The CHAIRMAN. Without objection, your statement will be submitted for the record, immediately following Senator Leahy's testimony.

[The material submitted by Mr. Smith appears at the conclusion of the hearing, see p. 126.]

The CHAIRMAN. Mrs. Burton.

Mrs. BURTON. I have a very short question.

Isn't water purification the most important thing in terms of eradicating cholera, diarrhea, and dehydration? We have not touched on that because I understand it is a tremendous undertaking. But aren't there some areas where this can be achieved? And it would really be most helpful? We wouldn't have the diseases we are talking about if that was done.

Mr. GRANT. Absolutely. There is no question but that pure water would make a world of difference and, I should add, the education to go along with it so that the villagers would know enough to keep the pots and pans clean once they get the clean water, and to wash their hands. It is a little bit like this, even if you get the technology available, the local people must know what to do with it.

This is such a vastly important area, and you can get some idea of the modesty of the world effort in this field when you realize that UNICEF, with the $60 million a year it spends on village water supplies and urban slum water supplies, is the biggest supplier of finance for village drinking water in the world, and $60 million is 20 percent more than the price of just one F-15 fighter plane. There is real potential for expansion in this area.

Mrs. BURTON. If we took a given area, a small country, and have that as a model, wouldn't that be helpful for the rest of the world?

Mr. GRANT. I would say, in most cases, it is to find a model within a country, and then move on from there, applying the same principle, because countries differ so. We are in the very fortunate position, for example, in Bangladesh where, using the old Mississippi techniques, you can drill a well at 100 feet using voluntary labor, pump it and cap it for only slightly more than $100. We have done 500,000 of these in Bangladesh over time. When you get into India, then you often have to go down 700 or 800 feet into hard rock, and it is a very different pattern.

But this is a very important area, and I am glad you raised it, because this is an ultimate cure for the problem. Water is survival. It is not just clean water, but any water, that is scarce in much of the world—especially Africa. The average family will devote 7 or 8 hours a day to just getting the water to live on. It is very hard for us who turn on the tap to visualize this, and it is usually just one more thing that the mother does.

Mrs. **Burton**. Thank you, Dr. Grant. I hope that you work on that part of the problem.

Thank you, Mr. Chairman.

The **Chairman**. We have two questions from two respective members.

Mr. Gejdenson.

Mr. **Gejdenson**. Yes, let me just briefly run over a couple of things. One is, when you get to the birth control part of the extended program that you discussed earlier, some of the barriers are local opposition.

How do we stand throughout Central America, Africa, and other developing countries, with local governments, and local institutions, in developing birth control programs?

While clearly saving the children that are born is important and may have some later reductions in population, unless we address the population issues, countries like Honduras, where 75 percent of the people are nutritionally at risk, and other countries throughout the world that are facing similar problems, we are not going to be able to manage.

How do you see the obstacles to birth control programs? Then, if you could briefly just take a look at America's commitment as a percentage of GNP to these kinds of programs as compared to other countries, if you have that information.

Mr. **Grant**. On the first question, as far as governments are concerned, there has been a change of attitude in the last 10 years in Latin America. In Mexico, Colombia, Brazil, all of them now, to a significant degree, are supporting these programs. There do remain the serious questions raised by particularly the Catholic Church on this, but even here I should emphasize the fact that in many places the debate is limited to the means.

We are finding, for example, in Brazil, where in one of the states, they have taken on this Child Survival Revolution, that they have taken on not only the four GOBI elements to educate about, but also the child spacing as a major factor. But there still is this real drag that comes from some sources.

On the percentage of contribution, we are today, if I remember correctly, worldwide in terms of total ODA, official development aid, less than two-thirds the average, or close to half the average for Europe. They are doing close to double what the United States is now doing as a percentage of GNP.

In terms of UNICEF, the contribution to UNICEF per American now, the United States is No. 12. If it had not been for the action of the Congress in the last several years, the United States would be somewhere close to No. 16 on the list of per capita supporters.

The leading supporters today come from Scandinavia, the Nordic countries. Twenty-two million Scandinavians provide 50 percent more assistance to UNICEF than do 240 million Americans.

On the other hand, the United States is the largest contributor to UNICEF, and this amount, since 1980, has gone up by more than 50 percent for which I am very appreciative.

Mr. GEJDENSON. Thank you.

The CHAIRMAN. Mr. Britt.

Mr. BRITT. Is there anywhere cataloged, basically, all of the agencies involved in this area, and sort of a description of their purposes and activities, the whole area of hunger?

Mr. GRANT. The answer is that there must be. If you ask me to put my hands on it right now, I can't, but I would be glad to submit for the record a response to this question and a citation.

[The active NGO's referred to above appears at the conclusion of the hearing, see p. 112.]

Mr. BRITT. Thank you, Mr. Chairman.

The CHAIRMAN. Thank you very much, Dr. Grant. We really appreciate the time that you have spent with us.

Mr. GRANT. Thank you, and again congratulations to your committee.

The CHAIRMAN. I would like now to introduce Deputy Secretary of Agriculture Richard Lyng. Mr. Lyng has had a long association with the Department, serving as an Assistant Secretary for Marketing and Inspection Services from 1969 until 1973. During that time, he was responsible for the Federal Food Programs. He also has served as the director of the California State Department of Agriculture, and he has a distinguished academic background in food and agriculture.

Dr. Lyng, thank you so much for being with us today.

STATEMENT OF RICHARD E. LYNG, DEPUTY SECRETARY FOR AGRICULTURE, U.S. DEPARTMENT OF AGRICULTURE, ACCOMPANIED BY MARY JARRATT, ASSISTANT SECRETARY, FOOD AND CONSUMER SERVICES; JOAN WALLACE, ADMINISTRATOR, OFFICE OF INTERNATIONAL COOPERATION AND DEVELOPMENT; MARY CHAMBLISS, DEPUTY DIRECTOR OF ANALYSIS, FOREIGN AGRICULTURAL SERVICE; AND DAVID BERE, WHITE HOUSE FELLOW, ASSIGNED TO WORK WITH USDA ON WORLD FOOD ISSUES

Mr. LYNG. Thank you, Mr. Chairman. It is a pleasure for me to be here with the committee this morning. With me, I have Mary Jarratt, sitting on my right, Assistant Secretary at the Department of Agriculture, on my left, Joan Wallace who is the Administrator of the Office of International Cooperation and Development; and David Bere, at the end of the table, who is a White House Fellow with the Department this year, spending a fair amount of his time on world food matters, and Mary Chambliss who directs a large part of our Public Law 480 program.

Mr. Chairman and members of the committee, I appreciate this opportunity to discuss some of the ways in which the Department of Agriculture has responded to the food needs of the less fortunate, both here and abroad.

We have made great strides in alleviating hunger, although there is still more to be done. I would like to talk about the situation on a global basis first and then turn to the domestic scene.

World food production has risen steadily at a rate of 2.6 percent since the 1950's. It is heartening to note that the best rate of growth, averaging 3 percent per year, has taken place in the developing countries.

Since 1960, average consumption of calories per person has increased, and overall the trend in world food output is favorable. Unfortunately, improvements in food production have not been uniform. In Latin America and East Asia, for example, we have seen progress. But in Africa, per capita food production has actually dropped as rapid population growth has eroded any gains in food output. The African food crisis is aggravated by widespread drought and farmland that is marginal at best.

This administration is highly conscious of the U.S. commitment to do all it can to improve world food security and has devoted increased resources to programs concerned with these efforts.

This year is the 30th anniversary of Public Law 480, which has been the workhorse in U.S. foreign food assistance since its passage in 1954, so it seems appropriate to review what we have accomplished in this and other programs over the years. The record is one of concern and commitment to alleviating hunger.

Since President Eisenhower signed Public Law 480 into law, the program has been used to ship overseas some 300 million tons of U.S. farm products valued at $34 billion. Almost $5 billion more has been used to pay the cost of getting this food to those who need it and more than 1.8 billion people worldwide have benefited. The Public Law 480 Food for Peace Program has remained the world's leading source of food aid since its inception.

The Public Law 480 program has varied objectives—feeding hungry people, supporting economic development, developing markets for U.S. farmers, and supporting U.S. foreign policies. While uses of the program have varied with changing times, all of the objectives have remained important and the program has had the flexibility to respond to the varying situations that have existed since 1954.

Here are just a few of the major accomplishments under Public Law 480 program: Thanks in part to Public Law 480, countries ravaged by World War II, such as Japan and several in Western Europe, were given breathing room in which to rebuild their shattered economies. Today, they are among our largest commercial trading partners for agricultural products. In more recent years, the development and introduction of blended foods, mainly corn-soya milk and wheat-soya blend, have made a dramatic difference in the nutrition of those women and children in developing countries. The success of the program in alleviating famine in India during the mid-1960's is well known. For 30 years, the program has fed millions of people both in times of emergency and in the face of continuing malnutrition. It has generated local currencies in many countries to help pay for labor in building of roads, bridges, and irrigation systems, as well as for training and other activities that help people become productive and support themselves. It has aided in the remarkable growth of commercial overseas markets for U.S. farmers. Of today's top 10 commercial markets for agricultural exports, eight are former Public Law 480 recipients.

Public Law 480 has served as a model that other countries have followed as their contributions to the world food effort have grown with their economic ability. We have encouraged this and are pleased to no longer carry the burden alone.

This administration has maintained a strong commitment to Public Law 480. Despite severe constraints on the Federal budget, funding for the program has been increased. In fiscal 1984, the United States will spend over $1.6 billion under Public Law 480 to purchase and ship roughly 6 million tons of 25 different commodities to more than 80 countries. This includes an additional $90 million the President requested for assistance to Africa for fiscal 1984 for title II donations. These funds have been committed to specific feeding activities. Many members of this committee worked to gain passage of that appropriation and we appreciate their efforts.

The President's budget for 1985 for Public Law 480, submitted last January, requests almost $1.7 billion. The recently enacted Agricultural Programs Adjustment Act calls for additional funding for Public Law 480 in fiscal 1985.

The U.S. effort to meet the challenge of world hunger goes well beyond Public Law 480. In addition to our multibillion dollar bilateral foreign aid effort directed by the Agency for International Development, the United States has been a leader in founding and supporting international organizations that work to overcome hunger and malnutrition, such as the Food and Agricultural Organization, the World Food Council, and the Development Banks.

We maintain good relations with these organizations. In the case of FAO, for example, we provide 25 percent of funding, and last November Secretary Block, the Secretary of Agriculture, chaired the biennial FAO conference. This was the first time it has been chaired by the United States in more than 30 years.

The United States also has helped establish the World Food Program, which distributes food to support social and economic development, as well as providing emergency food relief. The Reagan administration made a record pledge of $250 million to the World Food Program for 1983-84, 14 percent more than the preceding pledge.

The United States strongly supported the establishment of the International Fund for Agricultural Development, which provides technical assistance often in concert with the World Bank.

We are pleased at the growing commitment of assistance under the Food Aid Convention. While the United States continues to be the largest pledger to the Convention, others are increasing their pledges. This is also true for the World Food Program.

In addition to Public Law 480 donations, the United States is donating dairy products to needy people abroad under the section 416 program. Most recently, the Department developed a program to carry out the congressional mandate to provide up to $90 million of

Commodity Credit Corporation-owned commodities on a competitive bid basis to drought-affected countries in Africa.

We are also providing record levels of commercial export credit, with up to 3-year repayment terms, to help finance needed food imports of developing countries.

As the United States has demonstrated, a strong U.S. commitment to food aid is essential, but it will not solve the problem of hunger and malnutrition in developing countries. Problems with storage, transportation, and distribution make it difficult to get food aid to the most needy. These same problems handicap developing nations' efforts to conserve their supplies. For example, postharvest losses in Africa can run as high as 60 percent.

We must also prevent food from undermining agricultural production in recipient countries and fostering dependence instead of self-reliance.

Real food security and a decline in hunger rest on developing nations becoming more productive. We can show them how to grow more food, store and distribute it more efficiently, but unless there are appropriate policies that provide incentives to farmers, enough food will not be produced. Emphasis should be placed on those crops that can be produced efficiently, at least cost, and those that cannot should be imported. Trade is a valuable tool for improving food security.

In addition to providing direct financial and food assistance, the United States also shares agricultural expertise with the developing world. Last fiscal year, the U.S. Department of Agriculture worked with the Agency for International Development, FAO, and others to send almost 1,000 technicians to 85 countries to carry out assistance projects.

These projects are varied, and include efforts to reduce malnutrition among children in Latin America, to overcome vitamin A deficiencies in Indonesia, and to improve development management in the Sahel.

In research, the USDA works with other nations on 240 projects to curb crop losses and enhance food output. Scientific exchanges with 30 developed and developing countries aimed at helping solve agricultural problems are in effect. Hundreds of U.S. scientists are involved in these exchanges each year.

Still another way in which the United States shares its agricultural skills with developing countries is international training. Altogether, USDA has arranged for or given training to more than 72,000 foreign agriculturists at the rate of more than 2,000 a year. In all of these efforts, USDA works closely with the Agency for International Development, the lead agency in development.

We often forget how much trade can help development. More liberal agricultural trade could spur economic growth throughout the developing world. If the level of protectionism in agricultural trade were cut in half, developing nations could raise their exchange earnings by $8.5 billion in a single year, a tremendous boost to their economies. Even now, these nations earn 17 times more through trade than they receive as aid.

Food aid, trade, and development are all closely interrelated. To help developing countries overcome hunger and malnutrition, we have to work in all three areas. We also know that the problem of world hunger is a lot more complex than just getting food to the hungry, and providing financial and technical assistance.

The developing countries themselves must make internal investments, structural adjustments, and policy changes in order to promote economic growth and development, which is the only long-term means of reducing poverty and hunger. We may have a lot to learn about the best ways to solve the problem, but we are dedicated to finding that solution.

But malnutrition and hunger are not just a problem for underdeveloped countries. Those of us who have been associated with the Department of Agriculture over the years are keenly aware of the problem of poverty-caused malnutrition in this country and of the efforts that have been made to alleviate this recurring human problem.

I recall when I first got involved in the feeding programs in 1969. I was Assistant Secretary at the time when the Food and Nutrition Service was established as an agency of the U.S. Department of Agriculture. At that time, we were spending about $250 million on food stamps.

We also had a Commodity Distribution Program and a School Lunch Program, both of which cost $831 million. Spending moved to $3.8 billion for these programs by the time I left in 4 years. Programs expanded and new ones were added all through the decade of the 1970's. By 1980, the Federal food assistance expenditure was $14 billion. In fiscal 1983, it was $19.4 billion.

Domestic food assistance programs today represent a substantial commitment to nutritional well-being and are structured to be responsive to changing economic needs. Consider these facts:

From fiscal year 1980 to fiscal year 1983: Food stamp spending is up 44 percent. The WIC Program, that is the Special Supplemental Program for Women, Infants and Children, the spending is up 59 percent. Commodity donations spending is up 109 percent. All the major food assistance programs, except the School Lunch Program, have grown in participation since 1980. Despite a participation lull in the School Lunch Program in 1981–82, it is up in 1983 and there are more lunches served free to needy children now than in 1980. A broad array of food assistance programs is available for the needy. An eligible family of four with no income is guaranteed $253 per month in food stamps. In addition, the children of that family are eligible for school lunches federally subsidized at about $1.42 worth of cash and commodities per meal and breakfasts at between 63 and 76 cents each.

WIC Program benefits worth an average $29.63 monthly are available for the pregnant and postpartum mother and at-risk children up to the age of 5. The family could also be getting meals at child care facilities or summer sites if it has children of eligible age. Additionally, the household could also be getting commodity supplements through the Temporary Emergency Food Assistance Program.

We regard the Food Stamp Program as the first line of defense against hunger in this country. Anyone who meets the income and other program requirements for the program can receive food stamps. For those of you unfamiliar with the program's history, it was begun as an alternative to the Food Distribution Program. This unique solution to food problems exists in no other country.

Nearly 1 in 10 Americans now receives food stamps each month, while during the course of the year, 1 in 6, or 37 million Americans, will receive stamps. Participation grew nearly 14 percent from an average of 19.2 million per month in 1980 to 21.6 million in 1983.

Now that the economy is improving and many previously unemployed are working again, food stamp participation is declining.

Contrary to the impression left by some, the homeless are eligible for food stamps. A fixed address is not required, and participants do not have to show that they have lived in the area for a period of time.

Our efforts to provide food services for children and infants continue to be strong. Ninety-eight percent of public school children have access to the School Lunch Program. Today, 1 in every 5 infants under 1 year of age receives WIC benefits.

To help alleviate hardship caused by the recession in the early 1980's, President Reagan initiated the program to provide surplus commodities, primarily dairy products, to needy households. Last year, we distributed food worth nearly $1 billion through this program.

In sum, our domestic feeding programs are well established. They are generally administered by State and local institutions, such as schools, welfare offices, or health clinics. They are usually designed so that they can expand or contract depending on the level of need at a particular time.

We feel that current resources devoted to domestic feeding programs are more than adequate. We have targeted benefits to the needy, believing that those persons whose incomes are well above the poverty level can and should handle their own food requirements without assistance. We have reduced abuse and error, not just to save money but also to enhance the reputation of those programs in the eyes of the taxpayer and the general public.

We have seen a 14-percent reduction in the food stamp error rate between 1981 and 1983. Despite such dramatic progress, we still experienced an 8.5 percent error rate in 1983, costing the taxpayers $900 million in erroneously paid benefits.

We believe further error reduction is required, and we have proposed legislation to accomplish that. Finally, we have improved and streamlined program administration so that services can be provided with greater effectiveness at the lowest possible cost.

The food assistance effort is something that all Americans can be proud of.

This concludes my statement, Mr. Chairman, and I will be pleased to respond to questions.

RESPONSES TO QUESTIONS FOR RICHARD E. LYNG

QUESTIONS SUBMITTED BY HON. MICKEY LELAND

Question. In your testimony you state that there are people in the WIC Program who would not be truly eligible under stricter eligibility guidelines. How do you justify this statement when your Department has reported that WIC nationally serves on an average of one-third of those in need—based on 1980 poverty data from Census?

Answer. The poverty data from Census reflects only one-half of the picture since it identifies income eligibility only. However, those who are income eligible must also be found to be at nutritional risk by a qualified health professional.

The current income eligibility standard for the WIC Program is 185 percent of poverty, or $18,315 for a family of four. In contrast, the gross income limit for the Food Stamp Program is 130 percent of poverty, or $12,870 for a family of four. If the WIC income eligibility standards were made stricter, then some people now in the program would no longer be eligible and the number of income eligible people would be lower.

We are not currently proposing to change WIC income eligibility standards. This was intended as a theoretical discussion only.

Question. In previous USDA testimony this year before the Nutrition Subcommittee of the Agriculture Committee, Assistant Secretary Jarratt stated that the administration would neither support nor oppose the recommendations of the President's Task Force on Food Assistance on paying 100 percent of the thrifty food plan and updating assets limitations. Yet, a short time later, the Department opposed efforts to update the assets test for licensed vehicles, as recommended by the lower funding for WIC than the task force recommended. Why doesn't the administration support the proposals of the task force that would have positive impact on the domestic hunger problems?

Answer. It is true that the administration fiscal year 1985 budget does not include the recommendations of the President's Task Force on Food Assistance. The task force submitted its report last January. As a result, there was insufficient time to analyze the proposals, determine whether or not to include them, and still meet the time strictures for preparation and submission of the budget.

While many of the task force's proposals would require legislative or regulatory action, several recommendations have already been acted upon by the Department. We have, for example, been working with States to ensure that homeless people are not denied food stamps and that retailers do not raise food prices at the beginning of the month when food stamps are ordinarily issued.

The administration is committed to helping all Americans get a fully adequate and nutritious diet. This is why we remain concerned about the extent to which there is a problem of hunger—a problem which should not exist given our vast and varied food assistance programs.

Overall, Federal spending on food assistance increased 37 percent between 1980 and 1983, with fiscal year 1983 spending at $19.4 billion, more than ever before. Spending in fiscal year 1984 will be about the same. Of course, there are ways that, in our view, these programs could be improved and we have addressed these in the administration's budget submission.

Question. In your earlier statement you refer to the Food Stamp Program as the Nation's "first line of defense" against hunger in this Nation. Yet, under this administration when unemployment soared food stamp expenditures dropped sharply. In your estimates of the Food Stamp Program's ability to fight hunger in the United States, have you calculated the portion of the 15 percent of Americans living below poverty who receive food stamps today?

Answer. Your statement that program expenditures fell is not correct. Food Stamp Program costs—excluding Puerto Rico—have, in fact, grown every year since 1980—from $8.3 billion in 1980 to $11.9 billion in 1983. There are other signs that the basic responsiveness of the program to changing economic conditions has not changed in recent years. Even as the unemployment rate reached a modern high, the Food Stamp Program served more people than ever before—an average of 21.6 million every month in 1983. Much of the increase in participation was seen in areas most affected by the recession. And with the ongoing improvement in economic conditions, participation has started to subside.

Furthermore, there are important differences between the way the poverty and food stamp population are counted:

Most households can have a gross income as much as 30 percent above the poverty line and still be eligible for food stamps. Households with elderly or disabled members can have an even higher income.

The Food Stamp Program applies both an income and an asset test to determine eligibility. Many of the people counted as poor because of low income have other resources that exceed the asset limit of the Food Stamp Program.

The Census Bureau counts a household as poor if its annual income is less than the poverty line. Program eligibility is based on monthly income.

Differences in the definition of a household also affect poverty status and program eligibility.

Question. In charting the growth of Federal expenditures on food assistance programs you have quoted fiscal year 1980 figures as a reference point. It is my understanding that the largest portion of this growth occurred from fiscal year 1980 to 1981, under the Carter administration. Using fiscal year 1981 as a reference point, the actual increase in funding for food stamps was 14 percent and the Child Nutrition Programs were cut by 1 percent. Isn't it true that the budget cuts requested by the current administration would in fact have reversed the program growth that you applaud today?

For example, in both 1981 and 1982 the administration tried to cut WIC to about $650 million. How many women, infants, and children would this cut have thrown off the program?

Answer. Spending in the Food Stamp Program increased by 17 percent between fiscal years 1981 and 1983. The increase in Food Stamp Program spending between 1980 and 1981 was at least partly due to rising unemployment—from 6.7 to 7.4 percent. Spending for the child nutrition programs also increased by 1 percent between 1981 and 1983 with the increase in the value of bonus commodities distributed in the child nutrition programs. In the school lunch program in fiscal year 1983, entitlement commodities accounted for about 11.5 cents per meal. Additionally, 10 cents per meal was contributed in bonus commodities.

The administration has always supported well managed and targeted assistance programs. The administration's budget proposals were generally designed to minimize effects on the needy and to target programs better to lower income groups, to reduce potential for fraud and waste, or slow the rate of growth in benefits without reducing benefit levels.

With respect to the administration's proposals made in 1981 and 1982, our fiscal year 1982 proposal—made in 1981—was to lower WIC funding from $900 million in 1981 to $720 million in 1982. Any reductions would have been directed to lower priority participants who were less needy, such as older children or postpartum nonbreastfeeding women. These groups may not be as responsive to WIC services as the pregnant women and infants and could receive benefits from other feeding programs.

The fiscal year 1983 proposal was to include the WIC Program in a $1 billion block grant along with the existing maternal and child health block grant and the Commodity Supplemental Food Program. The impact of this on WIC-type expenditures and services was entirely dependent on the decision of a given State. A State could have reduced or increased the number of people provided WIC-type services.

Question. Secretary Jarratt, you mention that UDSA's National Consumption Survey found low-income households to have as good nutrient intake as higher income families. Have you recently monitored the diets of those Americans living in poverty whose benefits have been reduced or rescinded in the last 3 years?

Answer. The point I was making in my testimony was that most low-income households use the food money they have wisely. They select diets that provide as much or more nutrients per dollar spent as do higher income households.

Our practice has been to monitor the diets of the population every 10 years. Accordingly, we have not conducted surveys during the past 3 years. However, we are initiating a Continuing Surveys of Food Intakes by Individuals in 1985. This will help us to know how diets are affected by changes in the economy and food programs.

Furthermore, food assistance benefits for those living in poverty have not been reduced or rescinded. Lunches and breakfasts for children from families with income below the poverty line are still free.

The cost of the WIC food package has been adjusted each year to keep pace with inflation. And except for households with earning, food stamp benefits were not generally reduced among poor households. Instead, scheduled increases were temporarily postponed.

Question. It is my understanding that there is a shortfall in funding for Child Nutrition Programs of approximately $350 million. This shortfall occurred because funds were transferred from the Child Nutrition Programs to the Food Stamp Program in fiscal year 1980 and have not been replaced. Last year the Department requested an emergency appropriation of $118 million to partly address the shortfall. Although this year the Department has requested a supplemental of $545 million, none of these funds are related to the shortfall but, rather, to cover normal program expenditures through the end of this fiscal year. What are your plans relating to the remaining shortfall of $350 million? Does the Department intend to request a supplemental appropriation to cover the shortfall?

Answer. The estimate of the child nutrition shortfall contained in the fiscal year 1985 budget is $321 million. These funds represent claims for meals served in September which will be paid by States in October. The appropriations bill authorizes payment of these claims in fiscal year 1985. Barring unforeseen delays, the funds are made available to States in early October to pay these claims.

Question. To what extent does the United States work with other donor nations in setting priorities for food assistance?

Answer. The United States works through the United Nations system on a multilateral basis and with participating donors on a country-by-country basis. A recent case in point is the global response to Africa's request for drought relief. Here, the Food and Agricultural Organization (FAO) played a lead role in determining the food requirement, and the United States led the donor food aid response through both FAO and individual donor responses.

Question. What is the use of the emergency food security reserve in meeting current hunger needs?

Answer. The 4 million metric ton food security wheat reserve has not been used to respond to the present drought situation in Africa. This is true for a number of reasons.

First, the legislative guidelines provide that the full reserve can be used for Public Law 480 programing when wheat is in short supply in the United States and is not available for regular Public Law 480 programing under the guidelines of section 401(a) of the act. Given the current wheat supply situation, this criterion for its use cannot be met.

Second, the legislative authority also provides that up to 300,000 metric tons of the reserve may be used in any fiscal year, without regard to the domestic supply situation, for programming through the Public Law 480 title II donations program to provide urgent humanitarian relief to any developing country suffering a major disaster. However, this use of the reserve can be carried out only when the wheat needed for relief cannot be programmed for such a purpose in a timely manner under the normal means of obtaining commodities for food assistance. This latter provision has been interpreted to mean that sufficient time does not remain in the fiscal year to request and enact a supplemental appropriation for Public Law 480 or that Public Law 480 title II funding, including the unallocated reserve, has been exhausted or committed. Earlier in this fiscal year when the administration was considering the best means to respond to the extraordinary food needs in Africa, it was determined that there was sufficient time to request and enact a supplemental appropriation. As you know, the President submitted his supplemental request for African drought relief on February 8, and it was enacted on March 30.

Finally, and equally important, the food security wheat reserve holds wheat only. Wheat is not the best commodity to meet the hunger needs of rural Africans where in many areas diets are based on corn and millet. Of the approximately 245,000 metric tons of additional title II commodities the supplemental was expected to provide, only 13,000 metric tons were projected to be wheat bulgur, whereas 189,000 metric tons were projected to be feedgrains and their products.

Question. What are the potential problems with expanding distribution of diary surpluses in overseas donation programs?

Answer. There are high costs of transportation, warehousing, administration, and refrigeration—for butter and cheese—which are not paid for by the U.S. Government under section 416. This has discouraged some organizations from requesting donations of large amounts of the commodities. The section 416 legislation has recently been amended to permit sale of the commodities to offset the high handling costs.

Another problem is the lack of infrastructure in the receiving country for storage, transportation, and distribution of the available commodities. In this regard, USDA recently agreed to pay the cost of canning the cheese, which should increase shelf-life of the commodity one year.

Logistics can also be a problem for organizations operating in a country where the United States is not currently conducting a Public Law 480 title II feeding program. Experienced organizations that have operated in a country before or can associate themselves with a strong local organization—Catholic Relief Services for example—may have an advantage over those organizations seeking to operate in a country for the first time.

Finally, expansion of dairy exports under the section 416 program would probably necessitate an expansion of resources in Washington to help fulfill administrative responsibilities.

Question. What are USDA projections of food availability on a country by country basis, and estimates of future needs?

Answer. Attached are charts excerpted from World Food Aid Needs and Availabilities, 1984, recently published by USDA's Economic Research Service. These charts include, by country, forecasts of domestic production, import requirements, and food aid needs.

[Attachments appear at the end of the hearing.]

Question. Section 416 under the Public Law 480 Food for Peace Program provides for the disposal of U.S. farm commodities in this country and abroad. In order to prevent the waste of commodities whether in private stocks or acquired through price-support operations by the Commodity Credit Corporation. In 1966, section 416 donations were effectively limited to domestic outlets because it was deemed that comparable authority was in the title II donation program of Public Law 480. Under the Omnibus Reconciliation Act of 1982, Congress, responding to the problem of burgeoning surplus dairy stocks, included a provision that again would allow foreign donations, but only of surplus dairy items. More recently, Congress included language in the Agriculture Programs Adjustment Act of 1984 that expands this authority to include surplus wheat. To date only surplus dairy products have been distributed overseas under the new section 416 authority; wheat donations have not yet begun.

I have three questions: One, why have only surplus dairy products been distributed to date; two, why have only wheat and dairy products been singled out for foreign donations when we have surplus of oats, rye, soybeans, rice, honey, etc.? And three, it is my understanding that no evaluations of this section 416 activity exists, rather the inspector general's office has merely reviewed the program and sent auditors to visit several sites. Why, in light of the public demand to reduce U.S. surplus, has no official evaluation been carried out?

Answer. Only U.S. dairy products have been distributed to date because the Secretary of Agriculture has not determined that wheat is available. Domestic program requirements for wheat must be met before donations can be provided to overseas recipients. The section 416 dairy donation program was initiated to increase the movement of donated food to those in need and to avoid spoilage of excessive U.S. dairy stocks. Other commodities, such as wheat/wheat products, rice/rice products milled, feed grains/feed grain products, edible vegetable oil/products, and beans/peas/ lentils are donated under the Public Law 480 title II programs. Also, as noted in your question, section 416 donations are undertaken to prevent waste and spoilage of Commodity Credit Corporation stocks.

Although the section 416 program is relatively new, almost 100,000 metric tons were obligated in fiscal year 1983. In August of 1983, the operational responsibility of the program was transferred to AID. The recent Inspector General's audit of programs in Chile, Mexico, and Peru has proven helpful. Additional reviews by USDA and/or AID may materialize if significant programming difficulties arise.

[The prepared statement of Mr. Lyng appears at the conclusion of the hearing, see p. 140.]

The CHAIRMAN. Thank you very much, Mr. Secretary. We appreciate your cooperation and your being here today.

The Department of Agriculture has published reports finding that the child nutrition programs and the Food Stamp Program are of nutritional benefit to the participants. To what extent are these effective programs meeting the needs of those who are potentially eligible?

Mr. LYNG. If you are referring to the numbers of potentially eligible people at any given time, we are not reaching 100 percent.

Perhaps Assistant Secretary Mary Jarratt could answer that.

Ms. JARRATT. The Federal Government subsidizes some 95 million meals a day through several programs. The School Lunch Program has a very specific nutritional objective which schools must meet in order to get reimbursement for service. There is a strong nutritional requirement in that program.

Benefits in the Food Stamp Program, on the other hand, are expended at the household's own discretion, so we do not know the extent to which all the nutrients are received by the household using food stamps. However, our food consumption data tell us that low-income households have almost as good a nutrition intake as more affluent households and much better than eligible nonrecipients. So we know that the Food Stamp Program has served as an income transfer to help households have access to food while the School Lunch Program has a very strong nutritional objective.

Our programs are administered in different ways. Some have more of an income transfer aspect, and some more the aspect of meeting the nutritional deficiencies. The WIC Program is designed to help alleviate specific nutritional deficiencies in the target population, vitamin deficiencies, and so forth. So the extent to which these programs can be compared nutritionally is not one that works well.

Mr. GEJDENSON. Would the chairman yield for one moment to clarify the 95 million number?

If I were a senior citizen getting $10 a month in food stamps, you would count me under that assessment as getting 90 meals a month?

Ms. JARRATT. No.

Mr. GEJDENSON. That is how you reach your 95 million, isn't it?

Ms. JARRATT. We look at the number of meals served.

Mr. GEJDENSON. You take people who are getting assistance on food stamps, and things, and you count them as three meals a day. So if I am getting food stamps, you count me as getting three meals a day for the entire month. You don't take the quantity of money I get, and then figure out how many meals I can buy. You take that as an assistance for three meals a day. Is that not correct? I think you had best check with your staff.

Ms. JARRATT. The food stamp allotment is just one benefit that that household would be eligible for. If it were an elderly family, we would look at three meals a day for the elderly person.

Mr. GEJDENSON. When you tell us that you provide meals for 95 million meals a day——

Mr. EMERSON. Would the gentleman yield?

Mr. GEJDENSON. It is the chairman's time.

The CHAIRMAN. I will be glad to yield to the gentleman.

Mr. EMERSON. I thank the gentleman.

I think the statement was that 95 million meals, in whole or in part, are subsidized every day. The gentleman was talking about the person receiving $10 worth of food stamps. If that is the level of food stamps to which they are entitled, to that extent it is a subsidization and includes a contribution in whole or in part to those meals.

Mr. GEJDENSON. If the chairman would further yield for a clarification.

The CHAIRMAN. I will further yield to the gentleman.

Mr. GEJDENSON. So 95 million meals a day does represent the person who is getting 9 cents a meal in subsidy.

Ms. JARRATT. It represents any Federal contribution to a meal. The school lunch, the free lunch is a complete subsidy, the food stamp allotment is a partial subsidy.

Mr. GEJDENSON. So I was correct in my assessment that the senior citizen getting $10 a month will be counted as getting 99 subsidized meals during that month, proportional.

Mr. EMERSON. Would the gentleman yield?

The CHAIRMAN. I will further yield.

Mr. EMERSON. Food stamps don't cover the cost of all meals. About 20 percent of all food stamp recipients do get all their meals from food stamps, but there are varying levels of subsidization beyond that.

Mr. GEJDENSON. This number really troubles me. So if I get food stamps and the School Lunch Program, and I am in the WIC Program, I am counted as 9 meals a day?

Ms. JARRATT. Yes. We subsidize 95 million meals a day in some way. Some of it is a complete subsidy, and some of it is a partial subsidy. So, when I say that we assist 95 million meals a day, it may be $1.42 cents for the free lunch, or it may be 70 cents for a food stamp lunch.

Mr. GEJDENSON. But that one person could account for 9 of those 95 million meals.

Ms. JARRATT. That is right.

Mr. GEJDENSON. Thank you, Mr. Chairman.

The CHAIRMAN. I thank the gentleman for his contribution.

The question that I am trying to get to, however, is exactly how many of the eligible people are we serving through the nutrition programs and the Food Stamp Program?

Mr. LYNG. I don't think that we have hard data on that, but it is a substantially high percentage. If we do have any surveys or data on it, we will submit it for the record, Mr. Chairman.

[The information referred to above appears at the conclusion of the hearing, see p. 156.]

The CHAIRMAN. I appreciate that; the record will remain open for that purpose.

I also would like to ask you, in what time period have we increased the Food Stamp Program 44 percent?

Mr. LYNG. Between fiscal year 1980 and fiscal year 1983.

The CHAIRMAN. Is this all inclusive in terms of the rate of inflation and similar indicators?

Mr. LYNG. This would be in actual dollars.

The CHAIRMAN. I understand. So it doesn't necessarily mean when we talk about increases, that we are talking about increases adequate enough to meet the real needs? In fact, we might even have realized some cuts?

Mr. LYNG. That would be correct. The 44-percent growth rate is not adjusted for inflation, although the food inflation during that period was lower than it had been in preceding periods, so it has some substantial meaning. Real program growth, accounting for inflation, was 25 percent.

The CHAIRMAN. My concern is the fact that we hear the administration advocating cuts in the Congress. To a great extent, we have accommodated the President.

What I am trying to get to is have there, in fact, been cuts in the Food Stamp Program? Have we tightened the eligibility requirements of people who are hungry? Does the increase that you have told us about truly reflect the increased needs of those persons in the group of eligible recipients?

Mr. LYNG. Mr. Chairman, there were changes in the program and many of those related to eligibility. Participation among the higher income participants in 1981 was cut, eliminated, or diminished, whereas the proportion of benefits going to lower income people was enhanced or enlarged. The program was not cut. The program was enlarged in total. Very frequently the statement is made that the Food Stamp Program was cut, and for those individuals that were not eligible or whose benefits were severely reduced, it was cut, but overall, the program is larger today than it was in 1980.

The **Chairman**. Mr. Secretary, we don't have the time to pursue the kind of questions that I would like to at this point. I would like to submit some further questions for you to respond to, and we will keep the record open for that purpose.

Mr. **Lyng**. We will be pleased to try to answer your questions, Mr. Chairman.

The **Chairman**. Thank you, Mr. Secretary.

Are there any other questions of the Secretary?

Mr. Hall.

Mr. **Hall**. I would like to ask one question, Mr. Chairman.

Mr. Secretary, to shift to the international situation, oftentimes the overriding criticism where our U.S. food is concerned is that it might be sitting on docks, or as a result of transportation problems, it might be sitting in warehouses, it never reaches the needy people in the recipient country.

What needs to be done to ensure that this doesn't happen any more? What needs to be done to ensure that we can get the food that goes to a recipient country to the needy area of that country, and to those people?

Mr. **Lyng**. Mr. Hall, I think all of us are disturbed when we read or hear of incidents like that. I think later in your hearings, you have witnesses from the Agency for International Development who actually have people on the spot in countries, and they can answer those questions better than I can.

At the Department of Agriculture, our role is one of working with the Agency for International Development in the providing of the food and joining together in deciding what foods we have available. But they have the lead role in this. We are doing some things, as I have said in my testimony, to assist in training.

Dr. Wallace's agency, the Office for International Cooperation and Development, is trying to provide technical assistance to help prevent that.

Do you have anything that you would like to add to what I have said?

Ms. **Wallace**. Some of the problems really exist because of the lack of infrastructure in the country. It may be related to roads, or it may be related to transportation systems. I can remember a visit to Tanzania where I was told that 60 percent of the food that is grown may be lost after it is grown because of the lack of adequate transportation to move it from one place to another.

Certainly, one of the things that we have been able to do, in conjunction with the Agency for International Development, is to provide training in the whole area of storage and distribution systems. We also provide training in marketing, for example, in-country. We also bring people to the United States to be trained. It is a very large and complicated problem. Also the Agency for International Development works with private volunteer organizations to help get the food distributed.

I recently came from the World Food Council meeting in Addis Ababa, Ethiopia, where the member countries took a pretty strong stand on the need to look at their own policies, and feeling very strongly that they were going to have to make some changes.

They look to donor nations for increased assistance. However, over the 3-year period that I have been attending those meetings the countries have strongly felt that they needed to increase incentives for farmers, leading to greater production, or train marketing people so that they can help move more of their products to the market.

One of the very big problems that we often see is the lack of an adequate infrastructure and transportation vehicles in the country.

The CHAIRMAN. The gentleman from Texas, Mr. Hightower.

Mr. HIGHTOWER. Thank you, Mr. Chairman.

Mr. Secretary, we have been very much concerned through the years about instances of waste, frauds, and abuse in all areas of Government, but we are reminded from time to time about fraud and abuse in the Food Stamp Program. You have suggested that some of the people that used to be eligible were no longer eligible, yet we are spending more money because people at the lower end of the scale were benefitting even though some people were no longer eligible under the program.

My question is, these people who are no longer eligible, were they removed from the rolls because of changes that the Congress has made or administrative changes within the administration of the program directed toward getting those off the rolls that should not be entitled in our attempts to address the problems of waste, fraud, and abuse?

Mr. LYNG. No, Mr. Hightower, the changes I was referring to were changes that were made by the Congress. In eliminating people who were ineligible, we wouldn't consider that a change in the program. It would be just a matter of enforcing the regulations.

Mr. HIGHTOWER. Congress has made some changes to try to address that problem.

Mr. LYNG. That is correct. Some of the problem of the error rate was due to many of the complications that were involved in the regulations. The Food Stamp Program has not been an easy program for local county welfare, or State welfare offices to administer. We have tried to lessen the complexity of it, and that by itself would help reduce the error rate.

I think we should keep the error rate or the waste, fraud, and abuse separate from the actual changes in the programs in terms of emphasis on the more needy. That action was taken by the Congress in 1981, and that has been the major change in the law.

The other changes have not had the effect of chasing people away from the program that should be receiving it. It has been our effort to narrow down the numbers of people who were not eligible who were receiving program benefits.

Mr. HIGHTOWER. Let me ask you a two-pronged question then. Do you have, under the existing statute, sufficient authority to provide food stamps for those who need them in this country, and do you have sufficient statutory authority to police it in such a way as to have a minimum amount of abuse?

Mr. LYNG. We think that it could be improved somewhat by putting a little greater burden upon the local agency. We, therefore, have asked the Congress for legislation which would set a lower tolerance level for errors. Other than that, I think we have sufficient authority to accomplish what you have described.

Mr. HIGHTOWER. We have found, in approaching the budget process for the last several years when we receive the budget request and apply that to the anticipated expenditure, that the amount approved by OMB is not going to be enough to last for the entire fiscal year, compelling the Congress to come back before the end of the budget year in order to adequately fund the entitlement programs.

Mr. LYNG. That has been the case in the last few years, that is correct.

Mr. HIGHTOWER. Wouldn't it be much more efficient programming, and much more efficient all the way down the line, if at the beginning of the year we would take the entitlement program as it is, the dedication of the Department to carry out the existing law, and say how much it is going to cost and ask the Congress to provide that much money?

Mr. LYNG. It would be much better if our estimates of the cost of the program would come out closer. Each year, we have been disappointed that the programs have actually gone beyond our estimates, and we have had to come back and ask for supplemental appropriations. I will admit, Mr. Hightower, that the accuracy of our estimates has left a great deal to be desired.

Mr. HIGHTOWER. Thank you, Mr. Chairman.

The CHAIRMAN. Thank you.

Mr. Morrison.

Mr. MORRISON. I think a brief question, if I might, that gets to the heart of something that sooner or later this committee has to discuss, and that is if we expand help to people that may be hungry in America, whether we do it through a Food Stamp Program, which is an income transfer type of program, or whether we do it through the actual distribution of commodities. Since your agency handles both, I would like to pose that philosophical question to you.

We know full well, and though it wasn't testified to yesterday, that at times the income transfer program ends up, depending on the priorities of the individual involved, an exchange, an illegal process whereby people get currency for food stamps. The going exchange rate in Mississippi is about 2 to 5, that is $5 worth of stamps for $2 of currency.

I am wondering, when we are dealing directly with hungry people, whether we would be better off expanding the successful program like the WIC Program, which deals in commodities, as opposed to just expanding an income transfer program which is subject then to other pressures and priorities.

Mr. LYNG. This issue of whether to use a food stamp as a means of alleviating hunger in needy families, or whether to have a Government distribution system for commodities has been discussed many times.

In 1969, when the issue was very much before the Congress and the administration, the Nixon administration decided in favor of a

Food Stamp Program rather than a Commodity Distribution Program. We had both. I happened to be the chairman of the task force that recommended that to the President. The decision in favor of food stamps was one of not setting up an additional food distribution system.

In spite of the waste that may take place in using the commercial food distribution system that we have in the United States, it is by far the most efficient system in the world. The waste takes place primarily in the fact that people may buy things that you would never have in a commodity program. They may not spend their money quite as wisely as some of us might think they should in terms of what a needy person should buy. We hear complaints about that.

The alternative of developing a Federal Government distribution system of commodities which would adequately take care of the needs of 20 million people at any given time is also mind boggling. In reviewing that in my own mind many times, Mr. Morrison, I have come to the conclusion that we made the right decision.

Mr. **Morrison**. Mr. Secretary, I am not arguing with that. I am just saying that if we went beyond where we are today, whether we are better off expanding the Food Stamp Program, or in fact going into some form of commodity distribution, as I mentioned the WIC Program, and your administration has advanced and expanded the opportunity for surplus commodity distribution. Perhaps a combination of both would work to solve today's hunger problems in America.

Mr. **Lyng**. We have a combination now, and some of us lament the fact that we even have the commodity program the way we do. They are borne, as commodity programs always were, from surpluses. With these warehouses full of cheese and butter, it was very difficult for us to not get back into a commodity program on top of the Food Stamp Program.

I would hope that our agricultural programs will not always provide surpluses like we have had. I think everyone hopes that. We should provide an adequate amount in the Food Stamp Program to take care of the needs of families. That seems to me to be the sensible way to handle it, rather than to have two programs. As long as we have surpluses, I suspect that we will have some type of Commodity Distribution Program.

Mr. **Morrison**. Thank you very much, Mr. Secretary.

Thank you very much, Mr. Chairman.

The **Chairman**. Mrs. Burton.

Mrs. **Burton**. Mine will be quick because we have a vote.

What happens to people who are transients, who don't qualify for welfare or food stamps?

A second question, How much are we paying for storage per year for storing food?

Mr. **Lyng**. I will have to answer the latter question by submitting that for the record, Mrs. Burton. It is huge quantities of money. The dairy program alone exceeds a million a day, I believe.

Mrs. **Burton**. A day.

Mr. **Lyng**. Yes, a day.

The Department estimates that the cost of storing surplus commodities is about $50 million per year. The costs increase when the related costs of processing and distributing food are included.

Mrs. **Burton**. What about my first question.

Mr. **Lyng**. Your first question, I will let Assistant Secretary Jarratt answer that one, I think she can do it more precisely than I.

Ms. **Jarratt**. Mrs. Burton, the homeless category of people that I think you are referring to are eligible for food stamps, provided they meet the income and other program requirements. One does not have to have a fixed address nor have to have lived in a given place for a certain amount of time in order to qualify for food stamps. Food stamps are sometimes mailed, or they can be picked up at issuance points, or at the food stamp office. Indeed, those transient people are eligible for food stamps.

Mrs. **Burton**. That is not my understanding. I am told that, in San Francisco at least, transients are ineligible for food stamps.

Thank you.

The **Chairman**. Mr. Gejdenson.

Mr. **Gejdenson**. What portion of the people in need of WIC services do you think are presently being served?

Mr. **Lyng**. What kind of services?

Mr. **Gejdenson**. The WIC Program.

Mr. **Lyng**. The WIC Program serves a large number of people. About one out of every five American infants under 1 year old participates in WIC. The portion of those in need being served depends largely on the definition of need. One way to answer this question is to think in terms of how many of those eligible, using current eligibility standards, are served. Of course, one could argue that the current eligibility standards are not strict enough or are too strict. Based on 1982 census poverty data and on birth records, the Department estimates that about 3 in 10 of those income-eligible participate. The WIC Program also has nutritional risk criteria, which are not counted in this estimate. If nutritional risk were included, the percent of eligibles served would be higher.

Mr. **Gejdenson**. Let me say that the estimates that I have seen are that only a third of those people are being served that need to be served.

What I would like you to do is to give me a presentation similar to the one you gave us in your opening statement and compare that to what would have happened had the full Reagan cuts been put into place—the cuts in the WIC Program, and other feeding programs.

If the administration had gotten everything that it had asked for, what kind of impact that would have provided on the ability to serve these various nutritional programs. I would appreciate it if you could get that to us as quickly as possible, because I think we have to, as a country, get over what seems to be a continuous background theme that somehow there are lots of people ripping us off.

There may be people ripping us off and we ought to deal with those. I think Mr. Panetta has some legislation to address that which will be coming before the House shortly. We also have to address the real needs, and not in the politics of the situation continue to create the misimpression that there are vast numbers of people who are receiving benefits that they don't deserve, and that we can continue to reduce our deficit by going after these programs.

If you can give me substantial areas where we can have new cuts, whether it is in the WIC Program or any of the others, I would like to see those.

Mr. LYNG. We will be pleased to try to send you that documentation.

[The information referred to above appears at the conclusion on the hearing, see p. 156.]

Mr. GEJDENSON. Thank you.

The CHAIRMAN. Are there any further questions?

Mr. EMERSON. I have a clarifying statement that I would like to make for the record, but we are running very late here. I will make it when we come back.

The CHAIRMAN. The record will remain open for that purpose.

Mr. Secretary, I want to thank you and your assistants for coming today. We really appreciate your rapid reply to our request and your attentiveness to this issue. Thank you very much.

Mr. LYNG. Thank you, Mr. Chairman.

The CHAIRMAN. We have to go for a vote; we will return as soon as possible.

[Recess.]

[The prepared statement of Mr. Emerson appears at the conclusion of the hearing, see p. 97.]

Mr. EMERSON. Mr. Chairman, I believe it is important to recognize that the Food Stamp Program, while serving millions of needy people, is far from perfect. I am not talking about fraud or abuse, a common accusation by those who want to forget about the proper and effective management of the Food Stamp Program. I am talking about money that is spent in error, errors made by participants and eligibility workers alike; $900 million a year goes to people who are either ineligible or receive too many benefits.

We have seen a reduction in the rate of error between 1981 and 1983 of 14 percent, but still this $900 million is spent in error and the rate of error is too high. Now, I want to do something about this high error rate and a partial answer is contained in H.R. 5151.

It benefits no one to ignore this loss to the program. I certainly do not intend to ignore it.

The CHAIRMAN. We will reconvene.

It gives me great pleasure to welcome Senator George McGovern who for 18 distinguished years represented the State of South Dakota, and had among his accomplishments the opportunity to chair the Senate Select Committee on Nutrition and Human Needs between 1970 and 1977. Senator McGovern, as Special Assistant to President Kennedy, directed the Food for Peace Program from 1961 to 1962.

The committee appreciates Mr. McGovern taking the time to share his wealth of experience on the issues of hunger and malnutrition. I am particularly interested in the Senator's testimony as I find myself in a position similar to the one he tirelessly undertook not too long ago.

Senator McGovern.

STATEMENT OF SENATOR GEORGE McGOVERN, FORMER U.S. SENATOR FROM THE STATE OF SOUTH DAKOTA

Senator McGovern. Thank you very much, Chairman Leland and members of the Select Committee on Hunger.

This is, as the chairman has noted, a special moment for me because the challenge you have taken up is one that was given to me some years ago, and to my Senate colleagues.

I remember very clearly the promise with which the Senate select committee began, the great progress that we made, sometimes very painful progress, and the real pride we took when in 1977, the same Field Foundation experts, who had looked at the hunger problems in the United States, reported in these words, "Our first and overwhelming impression is that there are far fewer grossly malnourished people in this country today than there were 10 years ago, and the feeding programs have made the difference." Those are very rewarding words to hear.

I must say, Mr. Chairman, and members of the committee, it is ironic to come back here some years later and to be talking about goals that we have let slip somewhat in the last few years, which is why, I think, a bipartisan majority in the Congress, Democrats and Republicans alike, have asked you once again to look at the problem of hunger.

Now is your opportunity to contribute, to feel pride in your achievement as we did in ours in the last decade. If you succeed in what you are setting out to do, I think you strengthen the very foundations of our democracy.

This is true because there are basic human aspirations that exist for all people, regardless of the political system they live in, those include freedom from hunger and want, and from needless suffering. The fundamental question of conscience we as a country face, and you as a committee address, is how to help all Americans achieve these minimal goals. How, in short, to help them reap the rewards of democracy.

How does any committee go about organizing this task? Perhaps one of the most helpful things I can do this morning is to share with you the basic operating guidelines that we used and found helpful in our 8 years with the select committee on the other side of the Capitol.

First, build the best information base you can. Your success in attacking hunger will be directly linked, I think, to the extent you understand its nature and scope, as well as how current programs work. In other words, the better informed the members of this committee are on the problems of hunger, its causes and its remedy, the more success you will have.

Second, look for existing barriers to participation in programs to end hunger and improve nutrition. We saw many such barriers, like the purchase requirement in the Food Stamp Program, which once corrected made the program work better and reach more people. It is true that it costs more, Mr. Chairman, but the reason it is reaching eligible people who heretofore were excluded.

Third, pick specific targets. Don't try to feed the whole world all at once. We focused on children first, and particularly children in school, which allowed us to assume existing administrative structures. Later, we focused on the importance of nutrition to a healthy pregnancy and infancy, and fashioned the WIC Program, which may have been the most successful of all of these programs.

Fourth, listen to the providers and the care givers. The school food service workers, nonprofit, social service agencies, churches, foundations, they know what is going on because they are at the local level every day.

Fifth, give members something more than anecdotes to defend their efforts. Build in an evaluation component to any new program. When people ask me about results, I tell them about WIC and the fact that overall infant mortality rates in America dropped nearly 50 percent in the last decade. There is just no question that that is directly related to the success of this reasonable cost program.

Sixth, look upon yourselves as an oversight committee. Nutrition programs are always being cut through the backdoor, by the suppression of data, by unworkable regulations, and administrative requirements, and by appropriation gimmickry. Eternal vigilance is required or your best efforts will be undermined.

Finally, remember hunger is an issue that begs for coalitions. My friend and former colleague, Senator Dole, and I managed to cosponsor and pass many measures, as did other bipartisan combinations—Senators Bellmon and Humphrey, and Senators Case and Clark.

Because the public supports antihunger efforts to a greater degree than any other social programs, with the possible exception of Social Security, there is more opportunity for bipartisanship. I don't recall any partisan wrangles at all during the 10 years I was with the nutrition effort on the Senate side, Mr. Chairman. The recent Panetta/Emerson nutrition bill bodes well in this regard.

Of course, these guidelines are ideals. Sometimes we stayed on track in pursuit of our goals, but just as often we were kept offbalance by any number of emergencies—vetoes and impoundments, appropriations and budget cuts, law suits over key programs, and yearly challenges to the committee's funds and very existence, hostility from the far right and the far left.

The important thing to remember, however, is that we succeeded. Millions of persons were pulled out of poverty with the help of nutritional supports, and hundreds of thousands more infants lived. Adequate nutrition is the key to normal human development, and we helped ensure its availability. I would go so far as to say, Mr. Chairman and members of the committee, that in the 1970's and late 1960's, the greatest single success story in American Government was the fight against hunger in the United States.

Why, then, if so many more are being served, and more funds are being spent, do we need another Select Committee on Hunger?

The answer does not require great length. Between the 1977 Field Foundation study, the one that I just cited—the same year our committee went out of business—and 1982, 10 million more Americans fell into poverty. Half of all black children are living in poverty. In the last 3 years, the number of children under 6 in poverty has risen 41 percent. Overall, 22 million children, more than 20 percent of all our children, now live in poverty.

[The Field Foundation study referred to above appears at the conclusion of the hearing, see p. 336.]

Senator McGOVERN. At the same time, food stamp cuts have reduced real purchasing power for 20 million recipients, and 3.5 million children have been drummed out of the school food programs. With cuts in AFDC, unemployment compensation, and health insurance, mothers are running out of food at the end of the month. Our mayors, more than anyone, know this to be true, as they have made it clear again in recent days.

If we are not moved by human compassion, common sense, or the need for a civilized wealthy society to feed its own citizens, there are still more than sufficient reasons to see that these programs reach everyone in need. I believe that without our nutrition programs and other similar programs our last three recessions would have been much worse, lasting longer and cutting deeper. In addition, I am convinced that they have helped ensure social tranquility, especially in our inner-cities, as the lot of so many continued to decline.

I have been asked, Mr. Chairman, how I would proceed if I were in the position of you and members of the committee. What areas would I look at?

Basically, your direction should be dictated by your early findings as a committee. They can't and shouldn't be predicted too specifically. There are, however, some areas of inquiry I think may bear fruit, and I submit them respectfully to the committee.

First, given the large and growing number of elderly, especially the oldest among the elderly, there will be a much greater demand for care in that sector. The budgets are tight, and institutionalization is expensive. Nutrition services which would help the elderly stay in their own homes would save money and help these older citizens remain in comfortable surroundings.

Second, so many more mothers are entering the work force and there are so many more single parents, that child care services will become more a part of every family's life. We should see to it that young children receive sound nutrition as a component of their care.

I would look for ways to use the Lunch and Breakfast and Food Stamp Programs more creatively during periods of deep recession and high unemployment for the simple reason that the mechanism, the institutions are in place. If the nonprofit soup kitchens and shelters are turning hungry families away, as some of them are, why can't we show enough flexibility to help them shoulder the burden, at least until the crisis passes.

Finally, take a very hard look at all the income maintenance programs. Reducing poverty and reducing hunger are nearly the same thing. Conversely, consciously taking income from poor people is the same as taking food away from them.

The simple and sad truth remains: There are millions of Americans, primarily women and children, who essentially live without any of the legal, medical, and social advances our great country has made in this century.

The most critical first step we can take is to feed them. We don't have to invent food. It is already the most accessible of all the basics we can provide, and I suspect that was the motivation in one question that one of the members raised about the cost of the storage program.

I can tell you with absolute certainty that the poor people of America need help, and they are not going to get it without congressional leadership.

We spent years establishing the link between poverty and hunger. You don't have to do that again. You can build on our work and begin a second generation of positive change. There will be no opportunity to participate in public service quite like this again in your career.

There is more at stake here than the health and well-being of millions of Americans, although that is enough. There is something like the honor of American democracy.

Mr. Chairman and members of the committee, I sincerely wish you all the very best because I sincerely believe that the work of this committee is as important as the work of any committee here at the Capitol.

The **Chairman**. Thank you very much for your contribution.

Let me ask you a question. You alluded earlier to the introduction of the Panetta/Emerson bill. We don't seem to have any problems here in the House, but as I understand it, there might be some problems in the Senate. What we would like to do, if we could, is to impose on you to use your influence and power over in that other body to try to do what you can to get that bill passed.

I am sure that my colleague, Mr. Emerson, will expound on that.

Senator **McGovern**. Mr. Chairman, I was very painfully impressed—when I was over there as a Member—of the limitations on my influence on that body. I suspect that it is even less today that I am an ex-member, but I will do the best I can to put in a word here and there, if it will be helpful.

The **Chairman**. Thank you.

Mr. **Emerson**. Senator, I have been very impressed by your statement. I join you in your statement of concern that we remain on a bipartisan plane in addressing this problem, which is of concern to all of us. I think the only difference we may have is in the approach to get to a solution to the problem.

I do have a couple of specific questions that I would like to ask you. You stated that 3.5 million children have been dropped off the School Lunch Program. I would want to know where you get that figure because one of the legislative changes in the program eliminated private schools that charge more than $1,500 in tuition. I suppose there is a presumption that if they can come up with $1,500 in tuition, they don't need free school lunches.

School enrollment has declined by about 4 percent, almost 2 million students, since 1980. Legislative changes in the eligibility requirements were made to better target benefits to those who truly need them. The number of free lunches served in school has, indeed, increased since 1980 with the subsidy level to the most needy up to 27 percent.

I am curious about that figure of 3.5 million children being dropped off the School Lunch Program.

Senator **McGovern**. Congressman, there is a certain logic in what you say, and also in the effort to target the program more on the low-income children. The problem with that as a practical matter is that if you raise the cost even to a small degree to the children in the middle or just below the middle, there tends to be a drop out in the program.

We discovered during the years I was looking at these matters that if you raise that cost even a penny, you have lost about 1 million children out of the program. About a 1-percent increase in the cost, something happens to the children. When middle class or lower middle children start dropping out of the program, schools abandon the program, not all of them, but enough of them.

The information I have, and it comes from public interest groups who are working in this area, is that over the last 3 years something between 3 and 3.5 million children who were participating in the program are no longer there.

Mr. EMERSON. I know that you in your work, going back over many years, concentrated very much on the nutrition aspect of things, what was good nutrition and what was not good nutrition. I was just looking in my mail folder to find a letter from a constituent that I wanted to quote. His wife is a teacher, and he was concerned that recipients of free school lunches were only eating a part of their lunch, throwing the rest in the trash and going off to buy candy bars and Twinkies. He thought that that was a terrible waste and he was encouraging me to find some way—if we are going to give these lunches, we at least encourage the children to eat them.

Nutrition education is a matter of on-going concern, I think, increasingly to this committee, and certainly to the Nutrition Subcommittee of the Agriculture Committee, on which I serve. Nutrition itself and nutrition education are certainly areas that we have to address a lot more than we have in the past.

As a matter of fact, coming back from our Mississippi field hearing last night, I was suggesting to some of my colleagues that maybe we should make it mandatory that any State that is going to benefit from the School Lunch Program have a mandatory course in nutrition for children at the fifth or sixth grade level. We did that a couple of weeks ago in saying that we are going to deny highway funding to States that don't impose a 21-year-old drinking age, and I think that the matter of nutrition education is absolutely critical. I don't think that we are ever going to cure the problem of hunger in the United States unless all of our population become much better alerted to nutrition, and understand what it is all about.

Senator MCGOVERN. I couldn't agree with you more, Congressman. I might tell you, when we first started our investigations in late 1968, if my memory is right, and in 1969, we concentrated almost exclusively on the problems of hunger among the poor. We more or less assumed that hunger was an outgrowth of poverty.

It wasn't until after the committee had been functioning for several years that we began to look into reports that even affluent Americans, in fact, especially affluent Americans were eating improper diets, too much fat, too much sugar, too much salt, too much booze.

So we began to shift the focus of the committee to looking at the nutritional health of all Americans and discovered that 7 out of the 10 diseases that most of us are going to die from are brought on in part, or at least there is a risk factor, associated with nutrition. That, as you correctly say, is a function of education. If people don't know what they are supposed to eat, the chances are that problem will be with us for a long, long time.

I remember when we got the first $50 million cleared for nutrition education, it wasn't very much to spend on all of the schools in the United States, but at least it was a beginning. It was designed to prime the pump at the State level, and get States to develop State nutrition education plans.

I couldn't agree with you stronger that this is an area that needs to be expanded, and it is one that this committee certainly ought to look at.

Mr. Emerson. Thank you.

The Chairman. Mr. Gilman.

Mr. Gilman. Thank you, Mr. Chairman.

I want to welcome our distinguished Senator to our body, and I am particularly interested in the guidelines that you pointed out for the committee. I think they are worthwhile, and I hope that we can keep some of those operating guidelines as we reach out in the short period of time between now and the end of this session to try to come up with something worthwhile.

We struggled to bring about the creation of this committee, and I think we will be struggling to try to maintain its viability in the coming session. I hope that we will be able to justify its continued existence because certainly it is of great importance, not only in this session, but other sessions up the road.

I would hope, too, Senator McGovern, that you might be able to influence, as you have in the past, some of your Presidential candidates to address this issue and make it part of their platform as we are trying to do on our side of the aisle, and keep it out in front of our national constituency so that they, too, are aware of the need to do some things about hunger in the years to come.

I would welcome some of your thinking about the developing nations, many of them are involved in indebtedness to our international banking communities, and those communities place stringent requirements upon them as they tighten their belt to make certain that there is going to be a proper repayment of the loans. What are your thoughts about how all of that might impact on their capability in providing for their own people?

Should we be doing some things in that area to address their problems in a better manner than just let them be responsible to the stringent requirements in the international banking community?

Senator McGovern. I think that is a good question, Congressman, and very definitely there is a relationship between world hunger and nutrition and this international debt crisis. There is a critical shortage of foreign exchange, as you know, on the part of these developing countries.

They are cutting back on imports as a means of servicing debt, that raises problems, of course, for us. But it is just a fact of life that they are not going to be able to import as much as they have in recent years and service those debts at the same time.

One way to relieve some of that pressure would be to look carefully at those areas where additional food assistance from the

United States could be helpful, not only in dealing with problems of hunger, but also relieving some of the financial pressures on these countries whose solvency is so important to us.

There is hunger even in a country like Brazil, and we think of that as one of the more advanced countries in the Third World. But anybody who has travelled in the northeast of Brazil knows that it is one of the most chronically drought stricken hunger areas of the globe.

Those are areas where direct American food assistance, or help under Public Law 480 could be most useful. We know that that is true in Africa. We know that that is true in parts of Asia. We know that it is true in parts of the Middle-East.

There is one aspect about food assistance that has always appealed to me, in addition to the general humanitarian and health factors, and that is that it is the kind of aid you can give sometimes even when there are difficult ideological and political problems to deal with.

I followed the debate in the press that took place here over aid to Central America, more especially El Salvador and Nicaragua. I can understand and appreciate why the Congress is in anguish over this matter. I don't think very many Members of Congress would regret the provision of food assistance to a country, to El Salvador or even to Nicaragua, Guatemala, and other countries, Honduras, where there definitely are food shortages. Those are things that we could do that not only would help on a humanitarian basis, but they are things that we could do without too much regard to the ideological character of the particular government.

I don't like to see food used as a club. We used to talk about it as a weapon. I don't like that phrase. We might talk about it as an instrument of policy, but we ought not to use it as a club or a foreign policy bribe, or that type of thing. That was my objection to the grain embargo against the Soviets, and I am glad that this administration lifted that embargo.

In any event, I think there is a definite relationship between the food component and the international funding crisis right now.

Mr. GILMAN. Senator, do you see a greater role for the private sector in trying to alleviate some of the hunger problems?

Senator MCGOVERN. Yes, I have always thought that the voluntary agencies do a better job than anyone else in supervising the direct distribution of food and other types of aid abroad. One of the reasons they do is that their people are there all the time. They live with the population.

They usually have a structure in place, whether it is a church or a philanthropic structure of some kind. Organizations like CARE, Catholic Relief Services, Lutheran World Relief, Church World Service, the Joint Jewish Distribution Committee, all of those organizations, I think, can add a private component that is very helpful.

Mr. GILMAN. Do you think that we do enough in the way of coordinating the work of the PVO's?

Senator MCGOVERN. I suppose there is room for improvement, but generally I think that has been one of the more successful operations, the relationship of the voluntary agencies to the U.S. Government. I think that it has been a pretty good partnership.

Mr. Gilman. Thank you, Senator.

Thank you, Mr. Chairman.

The Chairman. Mr. Emerson.

Mr. Emerson. Mr. Chairman, if I may for just a minute.

I was interested in your comment about food as a tool of foreign policy. I agree with you that we have had a deplorable track record in using it as a negative tool of foreign policy. I have always thought that if we could find the instrumentality to really use it as a positive tool of foreign policy, it could have some very beneficial results.

We can't give all of this food away. The resources just are not great enough to do that. I have said, particularly vis-a-vis the Soviet Union, if we could get them well-fed and liking it, maybe then they would be less beligerant. This could happen if we could get them addicted to good American beef, pork, in addition to our grain.

We know that cutting them off from it hasn't made them any less beligerant. But how do you go about that? What is the first step?

I know that we have a lot of tensions in the world today, and I don't want to get into the great foreign policy debate at this point, but just as a matter of using food as a positive tool of foreign policy, how would you approach it with the Soviet Union?

Senator McGovern. Congressman Emerson, first off, let me say that I have never understood the logic of these people who seem to assume that a hungry Communist is going to be safer than one who is well-fed.

Your question is right on target, to whatever extent standards of life improve in a country like the Soviet Union, you probably have less danger of frustration and violence, and the kind of outbreak that could bring on war. I think, with very few exceptions, we ought to have unlimited trade in food with any country that is willing to buy it.

What is the danger to us in removing some of these restrictions that make it impossible for the Soviets to buy nonstrategic goods from us. I can see the argument behind restricting some of the highly strategic things that they might like to purchase here. But when it comes to food, I don't see that logic at all.

I think that we have surrendered billions of dollars in commercial markets in the Soviet Union not only because of the grain embargo, but other restrictions that continue. They still don't have most favored nation trading status with us, although the Chinese do. I don't see the logic of that.

I think that we ought to be looking at barriers that we can knock down, rather than thinking of ways of devising more. I saw some figures here the other day that came from some American business group that it costs us at least $10 billion a year in lost commercial sales to the Soviet Union because of certain restrictions that have an ideological character to them.

It isn't that the Soviets don't buy these things, it is just that they don't buy them from us. They buy them from West Germany, or France, or Italy, or Britain, or the Scandinavian countries, or some other source. I think that we are missing a bet, particularly on the agricultural front in not selling them everything they are willing to buy, and also in failing to become a dependable supplier.

If we want to be the world's breadbasket, we have to be a dependable source. We can't turn it on and off on the basis of the latest foreign policy whim.

Mr. EMERSON. Senator, I haven't agreed with you much over the years, but I think you are right on course on this subject.

Senator MCGOVERN. You are getting better. [Laughter.]

The CHAIRMAN. Mr. Evans.

Mr. EVANS. Thank you, Mr. Chairman.

Senator, one of the things that is on the fringes of feeding the hungry of the world is to what extent we extend credits to nations that are capable of at least purchasing part of their food supplies but are questionable credit risks in a period of time when many of the developing countries of the world are not good for unsecured credit in the banking system of the West.

Clearly this is an obstacle to food moving into many of those countries. Many of those countries understand that they are going to receive substantial amounts of food aid from us under the Food for Peace Program. They would be very much interested in purchasing additional supplies from us if the credit could be arranged on reasonable terms.

We, as a government, have been rather reluctant to extend credit to many of these nations under the GSM-102 Program, and similar programs. Do you have any observations or I would like to know your views as to what extent, in that category of countries, we ought to lean over backward on our credit policies, and what sort of risks do you think we ought to be willing to take to move additional supplies of food into those countries using credit?

Senator MCGOVERN. Congressman, it is difficult to answer that question with any degree of pleasure in view of the enormous crisis that is already on us. I wish we could have had that question 10 years ago, how do we develop a long-term credit policy with the developing world.

It is becoming quite clear that some of our largest banks guessed wrong on who is a good credit risk. I don't see any way that these loans are going to be repaid. The question was, can we even work out a schedule for the interest payments to be made. That is the big problem right now. Can something be worked out on an emergency basis so that the interest payments begin to come in.

Already about 40 percent of the entire export earning of these countries in Latin America and elsewhere are going to pay the interest on their debt, to say nothing of principal. That inevitably is going to place a heavier credit burden on the U.S. Government. There is no other way out as I see it.

The banks can only go so far in trying to roll over the loans they have already extended, and they are understandably going to be very cautious about extending any further credit to many of these developing countries. So I think organizations like the Commodity Credit Corporation, and the IMF, and the World Bank, and others are going to be faced by an unprecedented challenge in the next few years to handle this problem. One of the most important problems will be financing food imports.

So while I don't have any painless answer to it, it is quite clear to me that the Congress is going to be called upon to extend additional credit authority to these Federal agencies that deal with that problem.

Mr. EVANS. Thank you, Senator.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you very much, Senator. We really appreciate your coming here today, and we wish you continued success.

Senator McGOVERN. Thank you very much, Mr. Chairman and members of the committee.

The CHAIRMAN. We will now hear from Loret Miller Ruppe, who has been very patient. We thank you for your kindness in yielding to Senator McGovern who had to catch an airplane. Mrs. Ruppe is the Director of the Peace Corps. Since her appointment by President Reagan in 1981, Mrs. Ruppe has directed the activities of more than 5,200 Peace Corps volunteers serving in 59 developing countries around the world.

The committee is interested in hearing about Peace Corps involvement in projects during the past 23 years that assisted in alleviating hunger.

Mrs. Ruppe.

STATEMENT OF LORET MILLER RUPPE, DIRECTOR, PEACE CORPS

Mrs. RUPPE. Thank you, Mr. Chairman and Members of the House of Representatives' Select Committee on Hunger.

You have a copy of my formal statement for the record. If you will permit me, I would like to briefly cover some things Peace Corps is doing to alleviate hunger in the developing world, and some of its hopes for the future.

For over 23 years Peace Corps volunteers have been working to build a better life, working to help create a world free from hunger and despair. To some this seems a distant goal. It is, but our Nation must continue its commitment in striving to reach it.

The Peace Corps is very proud to have been the first U.S. foreign assistance agency to recognize the importance of focusing its activities on small-scale projects at the village level, on a person-to-person basis, and also to have emphasized skill building as the key to economic and social development.

Over 100,000 Americans have served as Peace Corps volunteers throughout the Third World, one of them sits on this select committee, returned Peace Corps volunteer Congressman Hall. As volunteers, they have provided technical assistance in a variety of food-related programs, including agricultural production, fisheries, irrigation, forestry, energy conservation, nutrition, and public health.

Today we have a Peace Corps 5,200 strong, volunteers of all ages, men and women actively engaged in this Nation's commitment to end hunger and poverty in the world. According to our latest calculations, nearly 20 percent of Peace Corps volunteers are engaged exclusively in agricultural projects, but this figure does not include our fisheries programs and forestry projects, nor volunteers that work on more than one project area. Overall, we can say that 30 percent of the volunteers are in one way or another working on agricultural related activities.

Peace Corps operates in three main areas of the world: Africa, Inter-America, and NANEAP, North Africa, Near-East, Asia, and the Pacific. Here are some specific examples of projects which have a direct bearing on food production in countries that make up these three areas.

Jamaica—Two volunteers wrote a manual on vegetable gardening that was practical and was adapted for use in Liberia by other volunteers. That version is also used to train Liberian field workers in the ministry of agriculture.

Paraguay—Volunteers working with the National Forest Service produced and distributed a series of pamphlets on agriforestry in simple language and illustrations which could truly teach the rural farmers how tree planting can increase farm income, conserve soil and water, and produce foods for both humans and livestock.

Throughout the villages of Central America, in Honduras, Belize, Costa Rica, Guatemala, children in school are helped to establish gardens, and are encouraged to take this skill home, bringing better nutrition to the village as a whole.

In the remotest valleys of Papua, New Guinea, Peace Corps volunteer couples from farming communities across our country train villagers in community based agricultural methods.

In Africa, which is Peace Corps' largest region, with over 2,200 volunteers serving in 23 nations, many countries, as we know, are severely affected by drought. Widespread hunger, including incidence of mass starvation, now exists. Our Peace Corps volunteers are working with villagers there to increase their food production. Some examples.

Sierra Leone places nearly 20 Peace Corps volunteers annually as agricultural extensionists. They are helping small farmers develop swamps for the production of rice.

In Ghana, the very first nation to welcome volunteers, they continue their work in agricultural and rural development programs.

Volunteers in the Gambia are working with animal husbandry.

Rural development workers in Senegal assist communities in identifying health and nutritional problems, digging wells, using locally appropriated techniques for producing vegetables and small livestock, drying and storing foods, constructing fuel-efficient stoves, and setting up cooperatives to market food.

In Niger, volunteers have developed improved strains of okra and tomatoes.

Currently, 53 volunteers serve in Zaire's inland fisheries program. This program is bringing protein and income generation to countless farmers throughout Zaire.

The Peace Corps will continue its strong commitment to address the very problems that this select committee is working on. However at the same time, we intend to place an even greater emphasis on the food crisis in Africa. We hope to respond better to the nutritional and food needs of that part of the world by assigning more volunteers, particularly on food production projects.

President Reagan has recognized the special needs in the developing world by establishing an initiative on world hunger. It is his purpose to give immediate help in feeding the people, and ultimately overcoming the conditions that inhibit food production in these nations.

Peace Corps recognizes the special role that we should play in this overall effort. The Peace Corps is committed to using and/or modifying existing local techniques which have already proven themselves in the field. Our volunteers are needed to work on projects such as vegetable growing, fishpond development, potable water construction, irrigation, poultry production, rabbit production, reforestation, and soil conservation.

Volunteers assigned to such an effort could be identified as food production volunteers to distinguish this special initiative from other on-going efforts. Food production teams containing a broad mix of skills could be tailored to meet the specific project needs.

Village-based self-sustaining teams focus on what Peace Corps does best—working successfully at the grassroots level where the problems are, helping people grow food for their own consumption, helping people help themselves.

We must, as President Reagan stated, "tap the stream of voluntarism that flows through our country like a mighty river." We at the Peace Corps are committed to tapping this river of voluntarism and unleashing its mighty force on world hunger. Peace Corps has a proven record of accomplishment.

Thank you, and I would welcome any questions.

[The prepared statement and addendum of Mrs. Ruppe appears at the conclusion of the hearing, see p. 185.]

Mr. HALL. Thank you, Mrs. Ruppe. I want to thank you for being the Peace Corps Director. I want to thank you for the initiative that you have shown, and your position in keeping the Peace Corps independent. I know some of the fights and some of the problems that the Peace Corps Directors have had to face over the years, but you have kept the Peace Corps viable and strong, and that is most important. It is important to me as I am a returned volunteer in Thailand, as you know.

One of the questions that I wanted to ask is that we heard, not only through these hearings but others, and we have read with great encouragement the fact that where we attack and work with primary health programs in Third World countries, either through PVO's or through various Government programs, through the simple process of salt solutions, such as this, and the GOBI method, which talks about immunization, growth charts, breast feeding, and the salt, the world can cut the death rates of infants by half in a matter of 8 to 10 years. It is exciting.

What we are seeing, apparently, is a problem that most people in the world are not educated. Most governments are not educated. Sometimes, even when the material is distributed, it sits on shelves because they don't know how to use it.

I would like to encourage you as a returned volunteer to think about, and possibly propose, in your Peace Corps training programs, teaching volunteers the possibility of promoting and pushing this GOBI method in the various Third World and host countries to which they are being sent.

I would just ask for your reaction to that.

Mrs. RUPPE. I am very pleased that you understand fully the importance of these types of efforts, and Peace Corps has really been in the forefront of providing primary health care in the rural areas throughout the developing world. Right now, we have 400 volunteers in Africa alone working in village-based health clinics. We have 200 serving in our NANEAP region, and 200 in Inter-America.

We work very closely with organizations like UNICEF, with AID, with all sorts of private voluntary organizations, CARE, Save the Children, in projects which they have in health. We also have an ongoing program with AID right now which will give the very training that you talk about in oral rehydration therapy to many of our volunteers who would have any outreach and capability of providing training in oral rehydration therapy. We also have a new agreement with them on combating childhood communicable diseases.

So we are trying very much to increase our numbers in those areas, and also to do more in nutrition education. In virtually every country where we have programs, we have volunteers either teaching in hospitals or out at the rural health clinics, working on the very things you are mentioning, growth charts, the use of growth charts, proper nutrition.

I think what is important to note for this committee is that we are the only human resource that will go to the village areas and work on these problems. We have motivated Americans who volunteer 2 years of their lives, who learn the language, and are willing to go out and do the oral rehydration therapy, and do the work that needs to be done.

Mr. HALL. That is good to know. I had not realized that the Peace Corps was involved in that kind of training.

Let me ask one more question before I ask my colleagues if they have any questions.

My concern with the Peace Corps is, are they working with the poorest of the poor countries?

Mrs. RUPPE. Yes. I would say, worldwide, we are virtually all in LDC's or certainly developing countries. We were very pleased that one of the countries we were in, Malaysia, we felt had reached such high standard of living, such a high quality of life index, and really had trained people, with the help of Peace Corps, to take over many of the functions that volunteers had done.

So we came out of Malaysia so that we could target our efforts in countries that we felt had greater needs, but we are really in countries that still have great needs. We are virtually, as I say again, the only group that is really willing to go out to the rural areas where the poorest of the poor live and who really need the help the most.

Mr. HALL. I asked that question because I learned from a report that was issued in 1978, which is quite a long time ago, that the majority of volunteers were not working with the poorest of the poor in developing countries. For instance, the Peace Corps was not working in four countries recognized as the world's poorest, India, Pakistan, Bangladesh, and Indonesia.

Mrs. RUPPE. That is a sorrow to us, but as you know, having been a volunteer, we must be invited into the countries that we are in. We did have programs in several of those countries, but at one time or another they felt they had trained people of their own, or they did not need our program.

We constantly are interested, though, in listening if they would have that interest. I am in almost constant communication with our Ambassadors around the world saying, if we had the budget capability, we would be interested in reentering your country.

I am very proud of the fact, however, that we did enter Haiti last year, and that is a country that had not really invited us in over the 23 years of our history. It has now, and is asking for more volunteers, and it is giving quite a bit of support to the volunteers that are there.

Mr. **Hall**. We used to have a large program in India.

Mrs. **Ruppe**. We had 1,500 volunteers serving there at one time.

Mr. **Hall**. What happened there? Why aren't we there any more?

Mrs. **Ruppe**. There was a growing feeling that they could train their own people. What usually happens with Peace Corps, many times we have actually been the only American program to stay on in a country when all the rest of the American presence is asked to leave. But when there is a straining of relationship between a country and our country, sometimes even Peace Corps is asked to leave.

I think an example of that would be Brazil, which became unhappy with our policies in the late 1970's and simply did not ask to replace the volunteers that were already there. We would very much like to go back to Brazil. Right now, we are working very hard in trying to reenter Panama. We would very much like to have volunteers back there. But once you are out, you are out, it is not that easy to get back in.

Mr. **Hall**. Do you have any questions?

Mr. **Emerson**. I don't have any questions, but I want to thank you for your very fine statement. I would say that if you make any dramatic breakthroughs in the area of education in nutrition, I hope you will share it with this committee and the Nutrition Subcommittee on the Agriculture Committee. It is a problem that perplexes us greatly domestically.

The problem of adequate nutrition education, with the great wealth of information that we have in this country, is not getting to the people who need it the most. If you find something, be it a gimmick or whatever, that is going to cause people to take note of the need for adequate nutrition, please share it with us.

Mrs. **Ruppe**. I am very pleased to report that another benefit of Peace Corps is that our volunteers come back, and many of them go into public health. Many of them have seen these problems at the grassroots level, and they do come back committed to working on these same problems in this country.

That is another benefit of this program, in that Americans go overseas and come back with the interest, the sensitivity, and the language to both do good work in this country and do the outreach in the developing world that our country needs to do.

Mr. **Emerson**. Thank you.

Mr. **Hall**. Mr. Evans.

Mr. **Evans**. Thank you, Mr. Chairman.

I want to express my personal thanks for your excellent testimony, and for the opportunity to ask you a question or two. You mentioned the fact that you wished the Peace Corps could serve more of the world, and you mentioned invitations. You also referred slightly to the availabilty of dollars in the budget.

Looking at those two things, what would you say poses the most serious limitation on the agency at this point in time for serving more people in the world. Is it invitations, or is it dollars, or some of both?

Mrs. RUPPE. Even with the low public awareness of the 1980's, we have over 100,000 inquiries a year. We have 16,000 applications this year, and our budget allows us to place 2,770 replacements overseas. So a great deal of it is budget, but we are increasing, and I am pleased to see that the Congress and this administration recognize more the value of the volunteers.

Mr. EVANS. Another area that I would like to explore with you for just a moment has to do with famine relief operations around the world.

To what extent is the Peace Corps involved in famine relief, as opposed to increasing food production and teaching people how to better utilize their food.

Mrs. RUPPE. Right now we are trying to work with all of the private voluntary organizations, AID, and the Hunger Initiative Study Task Force in ways that our volunteers might be utilized in famine relief. However, most of our programming is done long term, and our ultimate real help, I think, is to develop the generation of food production and income generation throughout the Third World.

Mr. EVANS. One of the problems in famine relief is learning in time that a problem is developing. Over and over again, I think, the history of famine relief has been that we and many other agencies don't really learn of its existence and the extent of it in time to respond in a manner that is of most help.

I noted with great interest something you said. Your people are the ones that are out in the country, and as a result of that, I think you have inherently one of the finest systems of collecting information on the onset of famine that probably exists anywhere in the world.

I just wonder, to what extent do we use that network to get early warning of the onset of famine, or worsening food conditions in areas. Is there something that we should be doing that we are not, or is this a major emphasis of the agency, or are you banned from doing this for various considerations?

Mrs. RUPPE. We are very sensitive to any thought of intelligence gathering, but in food surveys, we are doing food surveys. We worked with AID on some of those to get that information. I think that one of the most valuable things our volunteers have done, both in the health field and in agricultural production, are the type of recordkeeping that you are talking about, which is very important and which is virtually nonexistent in most of the areas where our volunteers serve.

I know I was in Barbados, where the head of the agricultural private group that has done a lot for agriculture in that country told me, "Your volunteers have done more to keep the records that we need so that our government doesn't go out and buy onions when our farmers have raised a lot of onions." They are keeping records like that both in agriculture and health, and it is very valuable.

I think one other thing, if I might just add, Peace Corps has no upper-age limit. Peace Corps is encouraging people in agriculture and forestry to become more involved in our program. I am very pleased to say that we signed an agreement with Secretary Block a year ago where he sends out a letter to all retiring agricultural people, and this is a real outreach of ours to try to encourage them.

I have seen over the 3½ years that I have been Peace Corps Director that the most underutilized and wasted natural resource we have in this country are the skills and talents that we have in such abundance. I think that it is very important for this committee to note that it is the most appreciated thing that we do overseas, Americans who are willing to share their skills and talents. We are hoping that we can do more.

Mr. EVANS. Thank you very much.

Thank you, Mr. Chairman.

Mr. HALL. Thank you for your testimony. Continue to work hard with the Peace Corps Program. I am convinced that it is probably one of the better programs of the U.S. Government.

One of the things that I have talked to you about before, about which I am most concerned, is that there are a lot of people in this country who continue to ask if there is still a Peace Corps. It just drives me nuts that for some reason, that idealism, the fact that the Peace Corps is still out there, but people don't realize it. We have got to find a way to better promote the Peace Corps, and tell both young and old, that we need them. It is great service.

Mr. EMERSON. Before we adjourn, may I ask unanimous consent to insert my opening statement in the record at the appropriate point for opening statements. I was necessarily detained, and I was not here at the moment that we convened this morning. I would like to insert that, if I may.

I would also like permission to proceed for 1 minute to make a clarifying statement, and I would like to have it appear in the record. I will submit it for the record. It has to do with correcting some facts and figures that were stated. I just want to present a different point of view.

Mr. HALL. Without objection, so ordered.

Mr. EMERSON. Thank you, Mr. Chairman.

Mr. HALL. That will conclude the hearing for this morning. We will reconvene at 2 o'clock. Until then, we do have a short film for you. Many of us on the committee have seen it. It is the "20/20" version of the tape having to do with many of the things that you heard this morning. I believe that this takes place in Bangladesh. It is a very good story. It is going to start at about 1:30 and it goes for about 20 minutes. It is the same one that we saw in our closed, informal meeting last week.

With that, we will adjourn this morning session.

[Whereupon, at 1:25 p.m., the committee adjourned, to reconvene at 2 p.m.]

AFTERNOON SESSION

Mr. **Hall** [presiding]. I would like to get started with this afternoon session.

Because of time constraints this morning, Mr. Brady, Senior Assistant Administrator for AID will not appear, but his testimony will be submitted for the record.

[The prepared statement of Mr. Brady appears at the conclusion of the hearing, see p. 197.]

Mr. **Hall**. Today, we have the pleasure of having Leonel Castillo, former Commissioner of the Immigration and Naturalization Service, president of the Hispanic University, and director of the Immigration Institute in Houston, TX.

Mr. Castillo serves on the boards of Bread for the World, the Council on Foreign Relations, the International Committee of the Red Cross, and the Council on Hemispheric Affairs.

Among his tireless pursuits, Mr. Castillo, as head of the Minority Affairs Committee of Social Workers, will speak to the committee today on the status of minorities in America as it relates to hunger issues.

Mr. Castillo.

STATEMENT OF LEONEL J. CASTILLO, PRESIDENT, HISPANIC UNIVERSITY, AND DIRECTOR, IMMIGRATION INSTITUTE, AND FORMER COMMISSIONER OF IMMIGRATION AND NATURALIZATION SERVICE

Mr. **Castillo**. Thank you, sir.

I am especially pleased to appear before you today to present testimony on hunger in the United States. My particular concerns, as chairman of the National Committee on Minority Affairs of the National Association for Social Workers, center around the reality that minorities feel the impact of hunger more acutely than any other group.

I would also want to say a few words about immigration and hunger.

My views are shaped by my membership in local Houston groups such as the Houston Metropolitan Ministries which has run food programs for almost a decade, and by national groups such as the Bread for the World.

There seems to be very little doubt about the fact that minorities are disproportionately represented within those programs that dispense aid to persons in hunger. The statistics are imprecise. We cannot say that a certain exact percentage of blacks or Mexican American, or any other are in greater hunger or that this particular figure represents exactly the level of hunger within that community.

The data do indicate very clearly that hunger is impacting negatively on minority populations. So that the indicators of poverty are also indicators of hunger. The infant mortality rate, for example, the number of minority infants dying before they reach their first birthday in 1982 increased in 13 States. The gap between infant mortality rates between white and nonwhite infants is still unacceptably high.

The low birth rates, the black infants have a low-birth weight of 12.5 percent, and white infants have a low birth weight of 5.7 percent. These accounted for 50 percent of all deaths during the first year of life.

Among other things, poverty means having to go hungry. Since 1979, it appears that 3,000 children have fallen into hunger every day. One of every two black children is poor, and two in five Hispanic children are poor, and one in five Native American and Asian children is poor.

The effect of chronic undernutrition is very significant. Lower class, lower income Spanish surname children and their counterparts in higher socioeconomic classes show, for example, that growth retardation is more a reflection of socioeconomic factors than of ethnic-genetic factors.

According to the Center for Disease Control, low-income Hispanic children exhibited growth stunting at over 250 percent the U.S. expected rate. Low-income Native American children are found to be growth stunted at 150 percent of the U.S. expected rate; 14.3 percent of black children are anemic, and 16.3 percent of Hispanic children are anemic.

So your topic today, "Alleviating Hunger: Progress and Prospects," is definitely very timely.

This last recession has posed a most difficult challenge which was met by a remarkable response on the part of voluntary groups. Over the past year over 1 million pounds of food were distributed in Houston alone through these voluntary groups—Bread, Pantry, and other programs. Nationwide, the figure has to be much, much higher.

Although the last quarter does indicate some lessening of economic crisis, the effects of natural disasters, layoffs in steel and other industries, the oil industry slump, and in Texas in particular the border problems due to the devaluation of the Mexican peso and the freezing of the citrus crop, all indicate that we will have these hunger problems through the foreseeable future. It will take, according to the agriculture commissioner of Texas, at least 5 years for the cities on the Texas border to fully recover from last year's freeze.

Some steel experts have said that possibly half of the jobs in that area have been permanently lost, so ex-employees must be retrained. The oil industry, a capital-intensive industry, is inching its way back to prerecession times.

We are especially impacted along the border because the Mexican Government continues to devalue its peso by 13 centavos on a daily basis. U.S. citizens along our southern border can only hope the peso's slide down will stop somewhere 200 to 1.

To digress just a bit, this morning I flew up from Houston and I took the connecting flight at Atlanta. I happened to sit next to two young men who also happened to be making the connecting flight in Atlanta. These two young men were from Mexico, and they had come into the United States through San Diego. They told me that the border patrol was not that tough, but it was tough. They were on their way to Washington, DC, to look for a job here. They asked me if the border patrol was tough in Washington, DC.

Part of the reason they were coming is that the peso is 200 to 1, where they are, and they have to look for a way to live. I am sure that had they known that I was the ex-Commissioner of Immigration, they would have been a little bit more nervous about talking with me in that fashion.

I thought that it was fascinating that they were right on the plane with me, and on their way to DC to look for a job.

Much of the studies that we have seen on hunger, particularly in the United States seem to reconfirm the notion as to the validity of Government funded programs in the hunger area. The Food Stamp Program, despite many weaknesses and many concerns, has proven to be an excellent vehicle for providing needed assistance. Its success could be heightened, and could be enlarged by an improved budget, by increased staffing, and by some revision of regulations on eligibility.

The Federal programs dealing with infants and the elderly have proven their value time and again. Even small increases in funding in these particular programs could yield large benefits.

In Texas, the State Senate Committee on Hunger and Nutrition has done extensive work in the area of hunger within our State, and I am pleased to give you a copy of the interim report which deals with a number of specific findings, actions, and recommendations.

That report is attached to my testimony. It has a large list of specific details, even to parts or sections of the State. For instance, it differentiates between Dallas and Fort Worth and Houston, the valley, and so on, so that one can speak with a little more specific knowledge.

All of the groups that have looked at this problem, including the most severe critics of current programs and the administration, seem to conclude that we do have the systems, the resources, and the expertise to deal with hunger in the United States.

For instance, the former director of the Food Research and Advisory Center, when asked about what the United States might do to solve the question of hunger in the United States, says: "We certainly know how to solve it. We know that if we were to adequately fund food stamps and school programs, elderly nutrition programs, and WIC, and to give adequate local support for food banks, food pantries, and soup kitchens, we would probably eliminate hunger and malnutrition as serious problems in this country."

I think there is really every indication that unlike the concerns and the problems that you listened to this morning on the global scale, the question of famine, and so on, the problem of poverty and hunger in the United States, especially hunger, can be dealt with and is a solvable problem.

Let me say just a little bit about the issue of immigration and hunger because there is a lot of confusion as to whether immigrants receive food stamps and whether immigrants are in a number of these programs.

First, I have to explain a few differences. A permanent resident alien, an immigrant who is legally here, who is qualified, is someone who came legally and is entitled to receive social service benefits. However, immigrants are often the best and the brightest of their country, and they tend to be the persons who have money, education, and who have skills. They, therefore, tend to be high achievers who rarely use U.S. programs.

Refugees, who come to the United States with approval of the Congress and the administration, come to escape persecution and oppression. Some of these groups do dramatically well in this country. The Indochinese are doing incredible things in education. The persons from Russia, the Soviet Jews, are doing incredibly well. These groups do use our services for a short time, and then move quickly into successful positions in society. Most Cubans have also made this transition.

An undocumented worker is one without permission to be in this country. This group, experts vary as to its size, consists of about 50 percent Mexican nationals. Most of the members of this group do not wish to come near any public agency, certainly not any Federal agency, because they are afraid that they would then be reported or referred to some agency such as the Immigration Service.

So they are much more likely to appear at a Church Pantry Program. They are not likely to go to a welfare office. They are much more likely to go and see a private doctor, rather than a health clinic. They might go to a public charity hospital for a birth, but they won't necessarily go for prenatal care. They will go when there is an acute need, and try to avoid the agencies.

So undocumented have no social safety net to catch them if they fall off the economic tightrope. Even if the Simpson-Mazzoli bill does come to pass, it is very likely that they will continue to come because the grinding poverty and the civil strife impel them.

I believe that Mexico's economic problems and the other problems of Central America will mean that these persons will continue to come. They will have difficulty getting jobs. Some will return home because they can't. Some will try for temporary assistance from private voluntary groups.

In many instances, we are putting ourselves into a bind that, for example, we don't allow them permission to work even during the time that their petition for asylum is being considered. There are many Salvadorans who have filed petitions for political asylum, and while they wait, they are not allowed to work. As a result, we then strain the social service agencies. This has happened in Florida as well as other parts of the country.

The end result on this is that there will be some continued pressure for emergency aid of a short-term nature. In my opinion, the realities are that we can expect a continued influx of immigrants, refugees, and undocumented people for some time.

The effects of hunger and malnutrition in the United States are being disproportionately felt by the minorities. The hardest hit are children, the elderly, and single-parent households. I believe that we have well-developed programs and mechanisms to deal with this problem of hunger if we have but the will to do so.

Mr. Chairman, I would like to submit, for the record, the attachment, the Texas Senate committee's report on hunger and nutrition, and I would also like to submit, for the record, some other charts that indicate the backup material for some of the things that I have said.

The CHAIRMAN. Without objection all of the matters will be included in the record.

[The prepared testimony of Mr. Castillo, appears at the conclusion of the hearing, see p. 214.]

The CHAIRMAN. I want to apologize to you, Mr. Castillo, for the members running in and out on you; the problem is that we have a 15-minute vote to be followed by a 5-minute vote. It is a little crazy around here; I think you understand having been on Capitol Hill.

Mr. CASTILLO. I sometimes view that as a mixed blessing. I am delighted to have a chance to speak.

The CHAIRMAN. I think the procedure I should follow is that I will recess the committee until after the 5-minute vote is taken, which will be between 10 and 15 minutes. Then we will come back for members to ask you questions. I know that they value your opinion about the issues that you brought forth.

Mr. CASTILLO. Thank you, Mr. Chairman.

The CHAIRMAN. We will stand in recess for 15 minutes.

[Recess.]

The CHAIRMAN. We will start with questions for our former commissioner, Mr. Castillo. We appreciate your indulgence. Thank you very much.

Mr. Commissioner, the problems with immigration are complicated enough as they are. Mass immigration into this country, particularly from Mexico, on an incredibly large scale, illegal immigration, is largely due to the fact that people are hungry and they want to feed their families. They want to house their families.

I have always held that in order for us to really resolve the problem, what we need to do is help enhance the industrial infrastructure of Mexico. Wouldn't it be a better policy for us to engage, through our diplomatic sources, to develop a better working relationship with Mexico and to do what it is that we can to help provide jobs in Mexico in order that people would not find it necessary to migrate to this country?

Mr. CASTILLO. I definitely believe that improved economic conditions in Mexico, and anything that we can do to help that, would certainly help. In dealing with the problem of immigration, of course, the Mexicans have their own ideas on what is economic development and what their priorities should be.

This is all complicated by the foreign debt problem, or the external debt problem of Mexico and other countries. For example, the conditions that the IMF has placed on Mexico for repayment of its debt, and Mexico's own internal disciplinary measures are tightened that our interest rates go up because so much of the foreign debt is geared to the U.S. interest rate.

When our interest rates go up here, in effect, the foreign debt of Mexico goes up, and that means the tightening of the economic screws there, which means that you end up with more pressure. The way to get around that, I think, is to go through some program of economic development. I am not an authority on that, but I would support any effort to have more development.

The CHAIRMAN. You reemphasized the data that I spoke of this morning regarding the large gap between the nutrition and health status of minorities and that of whites in this country. Many of our State infant mortality rates for blacks are worse than those in developing nations.

What barriers are preventing blacks, Hispanics, Native Americans, migrant workers, and other predominantly poor minorities from receiving the benefits of these food and nutrition services?

Mr. CASTILLO. There are a number of problems in the administration, and obviously some of that is due to money, but some of it is due to the inadequacy of information about programs. In some cases, it is due to staffing. Sometimes it is due to misinformation. Sometimes, there is no way that people can get immediate relief, They need it quickly, and they can't get through the bureaucracy that quickly. Sometimes it is that they need long-term, extended relief, and the Food Stamp Program doesn't carry people on the average for a long period of time.

In some communities, such as Laredo, TX, where they were hit both by the economic problems in Mexico, the devaluation of the peso, since 90 percent of their retail trade was Mexican purchases, it meant that Laredo had that serious crunch, plus the recession on the U.S. side.

The end result is that they had 29 percent unemployment last year, and they had 75 percent of the population eligible for food stamps. Things have improved since then, but their idea of improvement is 18 percent unemployment. So you have all of those problems of bureaucracy, with all of these other economic factors coming in.

I really do recommend the study in Texas, because it goes down to specific cases and particular communities, what is happening in Dallas is quite different from what is happening in Laredo.

Minority communities as a group have difficulty getting this information. There is a problem, of course, not only in language but in dealing with these large bureaucracies and these urban and rural areas.

Just one last thing. The Bread Program in Houston, in the first quarter of 1981 was giving about 831 persons emergency food per quarter, and now it has reached its high in the last quarter of 1983 of 3,600, or from 831 to 3,600. Now in the last two quarters, it has dropped by a couple of hundred a month. It is not statistically significant, but certainly it is not climbing any more.

I think that these sorts of things are happening throughout the Nation. These statistics are necessarily imprecise. It is volunteers that do the work, they provide a lot of food and a lot of help. The figures are not what you would call scientifically correct.

The CHAIRMAN. The National Centers for Disease Control found that in 1982 the prevalence of growth stunting among Hispanics and Native Americans, 4 years old, was over three times the expected standard rate. In related research, it was reported that growth stunting among Hispanics nationwide was related to the income of the family, and not genetics.

From your experience, are nutritional problems, such as growth stunting among Hispanic children, caused by poverty and resulting malnutrition?

Mr. CASTILLO. At first impact, it appears that some groups are shorter because that is their genetic makeup. For instance, Mexican-Americans are shorter because that is their heredity, but there are some studies now, a number, both from the National Health Statistics studies and also some studies from California, from Stanford, that indicate that one's height and one's growth is due to a large extent, not only to heredity, but also to diet.

With a proper diet, we will probably see a lot of taller minorities. But there is always a limit as to how much taller you will get to be, because there is that interplay of genetics and diet, there is no question about it. These studies have all confirmed that you do have growth stunting when you don't have an adequate diet.

The CHAIRMAN. Mr. Castillo, in your opinion, what should a congressional committee like the Select Committee on Hunger do about the rampant problems of hunger that you have witnessed both here in this country and abroad?

Mr. CASTILLO. When you deal with problems of famine, or global questions of hunger, you can work with solutions that go a long way. Things like oral rehydration salts go a long way, and they have all great promise, and you can do a lot there, and see some dramatic results.

Within the United States, we are not dealing with famine. We are not dealing with anything quite like that. We are dealing with the serious problem of hunger, but these are questions of redistribution, some funding, targeting specific resources to the serious problems of the elderly and the very young. I think that a lot can be done by targeting there as well, and by some additional funds.

I have read as many of the experts as I could find to see if I could get some idea as to how much money would be needed, but I have not found a number. So I am not recommending one. I am just suggesting that with better administration throughout Texas. The food stamp offices they talk about have a need for more responsive administration.

With that support, better administration, some additional money, clearly where there is demonstrated need, and some commitment, and, of course, support for all of these voluntary groups. They have done a tremendous job nationwide. Support for those groups would go a long way toward alleviating the problem of hunger in the United States.

The CHAIRMAN. Thank you.

Mr. Hightower.

Mr. HIGHTOWER. I have no questions.

The CHAIRMAN. I think there are no further questions, Mr. Castillo. Thank you very much.

Mr. CASTILLO. Mr. Chairman, before I leave, I do want to mention that I saw you on television this morning talking about a trip to Mississippi. I just happen to have with me the book by Nick Kotz on the "Politics of Hunger in America" written at the end of the 1960's, the first edition in 1971, which he began with a paragraph about two members of the Senate then, Joseph Clark and Robert Kennedy who were returning from a trip to Mississippi, to the delta to look at hunger. One result of this was a lot of good action by the Congress and important legislation. The foreword is written by Senator George McGovern.

The CHAIRMAN. This is a good scenario developed by you. You told me about that earlier in our informal conversation and I appreciate the historical reference.

Mr. CASTILLO. I hope you are as successful as they were.

The CHAIRMAN. I must say that when we were in Greenwood, MS, yesterday, I think that all Members of Congress who were there were struck by the fact that while there had been some progress made, there were still many problems left to be solved.

In a 6-minute interview on television it is rather hard to dramatize the real problems. Sometimes we even exaggerate. At the same time there is a very serious problem. Thirty-one per 1,000 black babies in Greenwood die before age 1, 19 per 1,000 white babies die before they are 1, which is almost twice the national average. This is an incredible and very shocking statistic.

Something needs to be done there. Whether this committee can raise the consciousness of the U.S. Congress or not has yet to be seen, but I think that we are moving in the right direction. At least we now know that since the time Robert Kennedy and Clark were there, there has been some progress. We still need to make some strides in the right direction.

I thank you for that reference, and thank you for participating in our hearings.

Our next witness is Dr. George Lamb, director, Family Health and Community Epidemiology at Boston City Hospital, and member of the faculty of Harvard Medical School.

The committee is interested in hearing from Dr. Lamb to learn of the transient health care and its effects on infants and children as it relates to our hearing today.

Dr. Lamb, we welcome you. We understand that you might have some information about the study that was done by some Harvard doctors in Greenwood, MS. If so, you may want to comment.

STATEMENT OF GEORGE LAMB, M.D., DIRECTOR, FAMILY HEALTH AND COMMUNITY EPIDEMIOLOGY, BOSTON CITY HOSPITAL, AND MEMBER, FACULTY OF HARVARD MEDICAL SCHOOL

Mr. LAMB. I am sorry, Mr. Chairman, I don't know about the Mississippi study, but I do know some about the Boston study, which I would think would be relevant. We do have hunger in Boston as well as in Mississippi.

The CHAIRMAN. I understand that you are under time constraints. If you wish to summarize your statement, we can submit your statement in full into the record, if you would like.

Mr. LAMB. I think what I would do would be to pick you up on that and to go directly to some of the findings that I think we found in Boston, which I think reflect some of the concerns for the country as a whole.

My particular concern is that we, in addition to finding more poverty, are also finding more evidence of malnutrition, and at the same time finding other evidences of a poor health outcome.

Specifically, Dr. Penny Feldman, at the Harvard School of Public Health, has recently documented that there has been reduced access to health care among low-income inner-city women and children in Boston.

From 1980 to 1983, she found that the number of pediatric visits to five Boston Community Health Centers dropped by 14 percent, the number of obstetrical visits dropped by 13 percent.

During the same time, the funding for the Maternal and Child Health Programs in the same neighborhood health centers fell 70 percent, and the number of self-pay patients rose 82 percent, and the free care increased by over 100 percent.

For added emphasis, I would remind you, which will have been in my previous testimony, that that is about the same time that the Massachusetts nutrition survey found that poor Massachusetts children and infants were stunted at around 10 percent as compared to an expected 5 percent rate. So that not only are we finding people are not getting the health care, we are also finding that they are stunted in their growth.

Her findings have been consistent with an entirely independent study that my colleagues and I have been carrying out. We correlated the drop in the number of Boston AFDC cases and increasing unemployment. In both cases, 20 percent, that is the number of AFDC cases decreased by 20 percent and unemployment increased by 20 percent. At the same time, we found about a 20-percent decrease in visits by children to six neighborhood health centers and to emergency rooms.

So we add to Dr. Feldman's study that they drop out of the system. They didn't go from the neighborhood health centers and into hospitals, but they in fact did not receive care anywhere.

At the same time, the infant mortality rate in the same geographic area rose by 50 percent. I think that these are startling kinds of findings. Because they don't show a national rate, however, they are often explained as statistical artifacts. To me the consistency of this data is so compelling that I think we should act now, rather than to wait for more studies and more evidence of suffering poor nutrition and ill-health among our poor.

My testimony also goes into some of the infant mortality rate issues in regard to other parts of the United States. Somebody has referred to this earlier in terms of increases in infant mortality rates in 11 States, more among black infants than white infants.

I will now go back to some of the issues in regard to the area that I know best, which again is Boston. By the way, I would add at this point that I am a practicing pediatrician, so not only do I give you numbers, but I can tell you that I see people now, mothers who don't have enough food to feed their infants, which is different than even within my time in Boston, which is in the last 10 to 12 years.

Roxbury, one of Boston's poorest neighborhoods, the low birth weight rates went from 12.1 percent in 1978 to 11 percent in 1980, a very nice drop. But we are back at 13 percent in 1981 and 1982, the first time that this has increased in probably 8 years.

Infant mortality rates in Roxbury parallel these changes, decreasing from 25.6 per thousand in 1978 to 17.6 in 1980, to 14 percent in 1981, but in 1982 have rebounded to a starting 26.1, again the first increase in infant mortality rate in the last 10 years in Boston.

I would emphasize that these changes in the poor areas are often masked by looking at national or even State or city rates. We cannot use arguments about the small size of subpopulations to avoid our responsibilities when we find the worsening of health status.

The consistency of the information, as I have mentioned, from small areas studies, indicate the reliability of the data and in my judgment puts the need for proof back on those who say that the numbers are too small. Just as additional symptoms in a child allow me to make a more accurate clinical diagnosis, for instance, with measles, multiple supporting symptoms in a community allow me to make a more accurate diagnosis of community illness.

The effects of the decreases in benefits that I have documented in my testimony are usually cumulative and seem to result from several holes in the so-called safety net, rather than necessarily from one big, glaring hole.

I will skip and go to my summary, which goes to the Surgeon General's comments in 1980, which set some goals for the United States to achieve by 1990, and I am sure that many of you are aware of these.

Among them are that there be no more than 9 infant deaths per 1,000 live births, that no county, no racial, no ethnic group exceeding 12. No more than 5 percent of all live births should be at low birth weight, with no racial, or ethnic group exceeding 9 percent. That 90 percent of all pregnant women should begin prenatal care in the first trimester.

These are modest goals for a nation with the resources of the United States, but at the present rate of progress, it is my judgment that we will not meet them, at least not in my area.

Without restoring cuts and reestablishing the services in crucial areas, we may well continue to undermine our children's health and our Nation's future.

I will answer a few questions, if I can be of any further help.

RESPONSES TO QUESTIONS FOR GEORGE LAMB, M.D.

QUESTIONS SUBMITTED BY HON. MICKEY LELAND

Question. I am deeply disturbed by the increases of 50 percent infant mortality rates in your city's low-income neighborhoods. You say that these rates correlate with limited access to health centers resulting from Federal MCH funding cuts. Do your survey results also find that mothers have had serious problems of access to food and welfare programs?

Answer. My studies related to AFDC cases to the use of health services for children in the inner city parts of Boston and to the infant mortality. As I testified, there is a direct relationship of these variables temporally. In this study we did not directly measure mother's access to food. However, the Massachusetts nutrition survey, which included the same geographic area, did indicate that about 9 percent of the children were stunted and that many eligible women were not receiving services. For example, in the State as a whole, only about 25 percent of eligible mothers and children—using Department of Agriculture guidelines—actually receive WIC.

Question. Do you have any reports from Boston on increasing hospital admissions of infants and children with malnutrition related diseases?

Answer. There are reports that there is an increase in hospitalizations in Boston for malnutrition as well as an increase in the number of infants and children being referred for failure to thrive, the clinical term usually used for malnutrition. The physicians reporting this have Drs. Deborah Frank and Howard Spivak from Boston City Hospital and Dr. William Bithoney from the Children's Hospital Medical Center, Boston.

Question. I have heard today from both you and Mr. Castillo that national and State nutrition surveys are finding increases of malnutrition related growth stunting among low-income children. As a physician could you explain to us the health consequences implied by these growth stunting statistics?

Answer. The health consequences of malnutrition in infants and children are well documented both in animals and human studies as follows:

(a) Malnutrition in pregnant women is related to an increase in low birth weight babies. This in turn is related to a higher rate of infant mortality, newborn problems, and developmental delay.

(b) In addition, malnutrition in infants decreases permanently the number of cells in the brain and is therefore one cause of permanent developmental delay.

(c) Finally, hunger itself—empty stomach—and iron deficiency specifically have been related to poor attention span and lower intelligence levels—as measured by I.Q.

[The prepared statement of Mr. Lamb appears at the conclusion of the hearing, see p. 228.]

The CHAIRMAN. Thank you very much, Dr. Lamb.

The Secretary for Health and Human Services, Margaret Heckler, who happens to be from your area, has stated that the infant mortality rates and low-birth-weight rates continue to decline throughout the country, and that there is a continued gap between the survival rates of black and white infants.

From your experience, what is the underlying cause of this continued gap? Does it relate to nutrition during pregnancy?

Mr. LAMB. As I tried to allude to, I think the difficulty during pregnancy for most women is multifactorial. They have difficulty receiving and getting nutrition supports. They have difficulty getting into health care. They have difficulty getting many of the services that are necessary for them to continue to receive the same kind of benefits that more well-to-do people can receive. In my clinical judgment, this has gotten significantly worse among poor people within the last 3 years.

The CHAIRMAN. Doctor, for some time now—I sit on the Health and the Environment Subcommittee of the Energy and Commerce Committee—I have been trying to get some hard statistics on infant mortality in the Hispanic community. Is there real data available on the Hispanic infant mortality rate in this country?

Mr. LAMB. I am not aware of any, in part because of some of the difficulty of recording accurately ethnic background on birth certificates as well as death certificates. There continues to be significant difficulty in recording that kind of information, so I don't think there is accurate information in that regard now.

The CHAIRMAN. From your research into the causal factors of infant and child diseases, how has access to or lack of access to the Federal food and nutrition programs affected infant mortality rates?

Mr. LAMB. In Massachusetts, my understanding is that the WIC Program, which has been really quite successful, and in my testimony there is some documentation for those people who participate in WIC have increased birth weight, and many other benefits in terms of health status.

However, using the guidelines by the Department of Agriculture, we only get to about one-third of the women and children who are eligible for WIC in our State, despite what the Under Secretary of Agriculture said this morning.

I also would comment again that in my clinical experience, I have had children with serious iron deficiency that have been on waiting lists for as long as 3 to 6 weeks because of difficulty in reaching the services that should be available.

The CHAIRMAN. Thank you.

Mr. Morrison.

Mr. **Morrison**. Thank you, Mr. Chairman.

I would like to follow on the answer to the last question, if I could. Could you give us a little more detail on what are the complications that get in the way of people taking advantage of such programs as the WIC Program?

Mr. **Lamb**. The number of eligible slots at the site that is in a geographical area may be filled up. The client who is poor has no money, no transportation, will have to make access to an entirely different site.

Part of the block grant approach, the WIC Program in our area has come under that kind of approach, and the number of sites have decreased to try to make administrative sense. But for individual people who are poor and don't have the usual access of getting to things, it makes it more difficult.

Mr. **Morrison**. Thank you.

We look at the overall figures and see, in the last 3 years, a 59-percent increase in the WIC Program, and we saw some excellent evidence of it yesterday in Mississippi, it is working rather well.

Mr. Chairman, I would like to ask, if we could, that the record remain open, if additional questions might be answered, if we have some specific ones based on your testimony, that we would like for the record.

The **Chairman**. Without objection.

Mr. **Morrison**. I yield back, Mr. Chairman.

The **Chairman**. Mr. Hall.

Mr. **Hall**. I have one question, Mr. Chairman.

I would like to ask Dr. Lamb to possibly shed some light on the mental development of children when they lack food.

Mr. **Lamb**. This is a very important area, and I am glad that you asked the question. There is excellent evidence that malnutrition negatively influences the intellectual development of infants and children. I think this has particularly come out of the malnutrition that we see in many of the underdeveloped countries, but I think there is also very good supporting evidence for this in terms of the kinds of infants we see.

In Boston, again, we have now begun to see, again for the first time in several years, a significant number of infants who are failing to thrive, or are malnourished, not only in the physical sense, but malnourished in the emotional and developmental sense. This has gotten to enough of a degree that we have had to reorganize our delivery of services around this issue, both at the Children's Hospital and at the Boston City Hospital, because of the increased numbers of people like this.

Mr. **Hall**. Just to follow up on that question. If there is a deficiency in the mental development of a child, does the deficiency stay there forever, or can it be corrected?

Mr. **Lamb**. Again, in the severely malnourished child, much of the lack of development is not something that can be corrected. It is a permanent deficit. I am not sure that I know that we have that kind of malnutrition in many of our kids in this country, but I think the evidence would be strong enough that as a clinician I wouldn't want to take that kind of a chance until we find that evidence.

Therefore, my answer to your question is that we are to assume that there could be irreversible developmental lags as a result of malnutrition, and not take that chance with our children.

The CHAIRMAN. Thank you very much, Dr. Lamb.

Our next witnesses are Daniel E. Shaughnessy, former Executive Director of the Presidential Commission on World Hunger, and now president of TCR Services, Inc.; and John Raisian, Director, Office of Research, U.S. Department of Labor, former Executive Director of the President's Task Force on Food Assistance.

Mr. Shaughnessy and Mr. Raisian will briefly summarize their respective reports, which are of interest to the committee as we are in the process of reviewing some 300 published studies which make recommendations on both domestic and international hunger related issues.

Gentlemen, you may proceed in whatever order you find necessary.

STATEMENT OF DANIEL E. SHAUGHNESSY, PRESIDENT, TCR SERVICES, INC., FORMER EXECUTIVE DIRECTOR, PRESIDENTIAL COMMISSION ON WORLD HUNGER

Mr. SHAUGHNESSY. Mr. Chairman, what I would propose to do is to briefly paraphrase my testimony, and then be available for questions.

I appreciate the opportunity to be here today. I have been involved in international trade development and agriculture and food activities for over 20 years. I believe that the existence and work of this committee is extremely important.

The theme for this hearing, progress and prospects for alleviating hunger, is very similar to the type of objectives and hopes that we had for the Presidential Commission 4 years ago. But in the context of international concerns, I think that this theme also raises the question of what have we learned about world hunger.

Based on my experience, I think that we have learned that we need to learn a great deal more, but not so much about the problems of hunger and poverty, rather about the benefits that accrue to others and to ourselves when we begin to solve those problems.

Hunger throughout the world affects us in many ways. The growing influence of international activities on political, economic, and social interests within the United States has become particularly obvious in the last several years.

Politically, for example, the United States finds itself in far different posture than that which it enjoyed at the end of World War II. Now very few political decisions, including those affecting domestic issues, can be made without assessing their impact on other nations, and the relationship that the United States maintains with those countries.

Socially, Americans are constantly exposed to culture and traditions of other countries. Yet this exposure to international activities apparently does not contribute enough to a more thorough understanding of the effects of those activities within the United States, their importance to the U.S. economy, its security, and the quality of our life in general.

Knowledge about the need to assist other countries in alleviating hunger and helping them with their growth and development activities, and to trade with them as a component of our own self-interest, appears widely dispersed and confused. Helping other countries with food and hunger problems is often seen only as an altruistic activity and not as something that is also good for the United States.

Mr. Chairman, we live in a world today that needs to know more about itself, and we live in a country that needs to know more about that world. Just as important, the nations and the people of the world need to realize to a far greater degree than is now the case how much they need and depend on each other.

The theme of this hearing is hunger, a very real and tragic problem, yet one which in its very existence demonstrates that international dependency I just mentioned. In my mind there is no more vivid nor poignant demonstration of that dependency than one human being providing food to another.

However, I fear that here in the United States we have come to view that dependency as one directional. We tend to think of ourselves as always being on the giving end. Yet we have a real self-interest in that giving. If we recognize that self-interest, I think we will find that we are also on the receiving end.

By the year 2000, the world will have 1½ billion more people to feed than today. Left unattended, the economic conditions of the developing world can pose a threat to our own security. A contented United States cannot live unscathed in a world of hunger and economic depression, nor can the United States live unharmed in the world of unrest and unstable governments that these conditions create.

Therefore, I think it is necessary to modify the thinking that perceives threats only in a military sense. A desperate Bangladesh, between the nuclear capabilities of China and India, could be a major threat to world stability. A doubled Mexican population, much of it living in abject poverty, within the next 20 to 30 years, is a direct concern to most Americans. Millions of African refugees in search of food and security are not awed by military strength. They are beyond that.

In short, it must be understood that peace, security, and international economic stability are all factors related to the elimination of hunger. I believe that economic resiliency, especially food security, is the cornerstone of effective national strength and world leadership.

There are millions of people in the world today who suffer extreme poverty and malnutrition. I personally believe that this growing mass of humanity, with little or no voice in the policies and decisions that affect their acquisition of basic necessities, are a direct threat to American security.

Obviously, this is not to suggest that the hungry of the world are about to attack the United States, but the inability to sustain economic growth is among the most destabilizing forces in the world today. Widespread hunger and poverty can breed a despair which makes any risk seem worth taking if it promises some hope for a better future.

As a result, it is certainly more than coincidental that the poor and hungry nations turn up so often on the list of the world's political flash points. Consequently, we must realize that providing assistance and sustaining trade relationships are essential to our own interests as a nation.

An understanding of this concept hardly appears to be shared to any extensive degree by a majority of the American public. Many people simply fail to realize the importance to ourselves in combatting world hunger and the value of promoting foreign trade, assistance, and foreign economic development.

I think at the heart of this lack of understanding is the inability of the American public to perceive a great deal of self-interest in these matters, whether it is through trade relationships, economic aid, security assistance, or even on occasion, humanitarian aid.

Of particular relevance to these concerns and to this hearing is the opportunity that does exist for broader public support and understanding of trade and assistance activities simply by equating them with other vital areas of national interest.

One such area is in the field of agriculture, trade, and exports of food to those who need it. Few other forms of assistance offer such real and immediate opportunities to demonstrate that self-interest which is so essential to a wider understanding of why it is important, and of value to the United States to eliminate world hunger.

I mention these items and the relationships with trade and economic activities because I think it is in the light of these factors that this Nation must consider its own food and farm policies, and how they relate to world hunger, to trade, and to development assistance. In the interests of world economic development and stability, it is vitally important that we share our agricultural and other resources with the world that is poor and hungry.

Many of the countries we assist, and have assisted with foreign aid programs, are already important customers for our food. They buy 40 percent of our farm exports. If they could afford to, they would buy more. By assisting them, by trading with them, by helping them to sell to us, we aid them. Both sides benefit. Trade is helping the economic benefit of many countries.

Lest you have the wrong impression, I have concentrated on economic and trade matters today not with the intent of neglecting the plight of the world's poor and hungry, but rather, with the intention of generating support for those activities that will assist them in a suitable and equitable manner.

In this regard, I believe it is essential for ourselves, the members of this committee, and anyone else, to demonstrate to the American public, its elected Representatives, and those involved in national policy development, the importance of continued U.S. involvement in international activities, particularly in the areas of trade and economic development if we are to eliminate hunger.

Mr. Chairman, in closing, I would like to make some comments to you and the other members of the committee that are not in my prepared testimony, which I personally feel are very relevant to your current and to your future activities.

As I noted earlier, I have been involved in food and hunger activities for more than 20 years. I have managed economic and assistance programs overseas. I have traveled to most of the developing regions of the world. I have managed and directed food aid programs and trade programs in both AID and the Department of Agriculture. I helped to direct the U.S. participation in the 1974 World Food Conference, and I was the Executive Director of the Presidential Commission on World Hunger. I have also dealt with these issues as a Senate staff member and from the perspective of the private trade.

I mention this experience only because it may provide some credibility for what I am about to say. The problem of world hunger will not be solved by study and analysis, nor will it be solved by the best of humanitarian objectives, or even by calling for and obtaining higher levels of economic and food assistance, both from the United States and others.

We will not end world hunger solely with policy statements and guidelines about small farmers, women in development, technology transfer, or the role of the private sector, even though all of these things are important in their own right.

The simple fact is that if we are honest with ourselves and sincere about solving the problem of hunger, then the solution to that problem will only come when those who are in a position to assist can see something in it for themselves. Until these self-interests and benefits are demonstrated, the studies, the policy statements, headline-seeking exposés, and all of the rhetoric about the problems of world hunger will continue.

In short, if those who have the resources to solve world hunger can perceive advantage to themselves in doing so, the problem will be solved. We do care about the hungry, and we must assist them.

I mentioned earlier that we live in a world today which needs to know more about itself, and that we live in a country that needs to know more about that world. I think our task now is to foster and further that knowledge in order to publicize and bring into self-evidence those benefits which we all realize from helping one another.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Shaughnessy appears at the conclusion of the hearing, see p. 234.]

The CHAIRMAN. Thank you, sir.

Mr. Raisian.

STATEMENT OF JOHN RAISIAN, DIRECTOR, OFFICE OF RESEARCH, U.S. DEPARTMENT OF LABOR, FORMER EXECUTIVE DIRECTOR, PRESIDENT'S TASK FORCE ON FOOD ASSISTANCE

Mr. RAISIAN. Good afternoon, Mr. Chairman, and members of this distinguished committee.

My name is John Raisian, and I was Executive Director of President Reagan's Task Force on Food Assistance. The purpose of my testimony is to summarize the findings and recommendations of this task force.

Our efforts began on September 27, 1983. The chairman of the task force was Dr. James Clayburn La Force, dean of the graduate school of management at UCLA. Twelve other members were appointed to the task force by the President. This task force conducted its business until its final meeting on January 9, 1984, when findings and recommendations were discussed and voted on. I would like to mention at the outset that the findings in our report were unanimously approved and 23 of the 25 recommendations approved were also unanimously approved.

The Executive order that created our task force instructed us to, and I quote: "Analyze Federal and other programs intended to render food assistance to the needy and make recommendations with respect to how such programs may be improved."

We were mandated to submit our findings and recommendations within 90 days of our inception. During this period, we held hearings in seven cities around the country and heard from hundreds of witnesses, including program participants, program administrators, soup kitchen and food bank operators, medical researchers, religious leaders, and elected public officials. All political persuasions and viewpoints were represented. Besides the full hearings, task force members themselves conducted their own site visits. We genuinely attempted to solicit information from anyone willing to assist us in our investigation.

While our mandate was to study food assistance programs, we found it impossible to separate such an examination from the public's concern about the degree of hunger that exists today.

Before one can say something about the extent of hunger, one is forced to operationally define what is hunger. The term clearly means different things to different people. We confined ourselves to two working definitions: (1) A kind of clinical malnutrition, and (2) a social problem referring to an inability, even occasionally, to obtain adequate food and nourishment. In the latter sense of the term, hunger can be present even when there are no clinical symptoms of deprivation.

In our report, we attempt then, given these operational definitions, to go through and say something about whether or not hunger exists, and if so, can we say something about the magnitude.

Let me try to paraphrase my testimony to try to shorten it up. In terms of the broader concepts of hunger, that is the inability to obtain food and nourishment even occasionally, our findings in this regard are similar to what many others have found, and that is, there is hunger in America, but it is an impossible task to quantify it.

If hunger could be measured, I have to think that the necessary statistics would have been gathered long ago. Unfortuntely, excessive and in the end counterproductive claims have been made on both sides of this issue. Those who are hungry and in need of assistance do not benefit from discussion and dissent over measurement issues.

Instead, we focused our discussion on how to solve the practical problems that we faced. Any amount of hunger is too much and represents a serious social problem. We all agree that as concerned citizens we have a duty to continue to seek effective ways to aid those who are less fortunate among us.

In our report, we attempt to look at what we call groups of concern, and we give attention to three different groups of concern, and that is outlined in my testimony. We also look at the changes that occurred in the Federal Safety Net Program during the 1980's, and summarize that.

While recent program changes have occurred during the early 1980s', we find them to not appear to be the sole cause of our current problems, the task force did find several shortcomings in current food assistance programs and made detailed recommendations addressing these problems.

The asset limits in the Food Stamps Programs were judged to be unrealistically low for many of the new poor, and it was recommended that they be liberalized. We were told that the homeless still find it difficult, if not impossible, to obtain food stamps in some areas despite the enactment of Federal regulations intended to prevent it. It was recommended that this situation be remedied at once.

There is no justification for basing food stamp allotments on anything less than the full value of the thrifty food plan, and to return to basing these allotments on the full value of the plan was recommended.

It was judged that the error rate of the Food Stamp Program was out of line with those observed in other programs. Stronger incentives for States to improve administration were recommended.

We found that the elderly and disabled often face particular problems with the Food Stamp Program. To facilitate their participation, it was recommended that the program be cashed out for these groups, or at least that they should be permitted to use food stamps to purchase prepared meals.

There is currently no mechanism for obtaining a comprehensive and accurate reading of the current nutritional status of our citizens. The task force recommended that better information be gathered with respect to the nutritional status of our Nation's households.

We believe that these recommendations will benefit many recipients of food assistance, and many who are not now receiving assistance. In fact, I would say that it is my impression that the current bill H.R. 5151 does address the theme of a lot of our recommendations.

I would also like to point out, if I can, that maybe because this is President Reagan's Task Force on Food Assistance, that this task force has been the subject of a great deal of criticism in its efforts. However, when I talked to the U.S. Conference of Mayors in January of this year, it was remarkable to find that the Conference of Mayors had described the problem as being extensive, very serious, which we agree with, but that the problem had been worse in the past 10 years since the Food Stamp Program began its acceleration.

Yet, if you look at the recommendations between the two groups, that is the U.S. Conference of Mayors and the President's Task Force on Food Assistance, you find a remarkable degree of similarity in the recommendations that they recommend.

I have to say that sometimes the interpretation of the findings and recommendations of this task force, I don't think are given the proper merit by some groups that I think it deserves.

There were two broader recommendations within the task force that were mentioned, and that have not been given general acceptance since the task force concluded its business, to my knowledge. These recommendations are to allow optional, autonomous food assistance programs run by the States, and to study new ways of defining poverty.

Our recommendation for autonomous programs stems from several basic findings. First, people's needs and the circumstances they face vary from region to region and State to State. A program with uniform national standards of eligibility and benefits simply cannot be tailored to meet the needs of all people. I think the most extreme example of this is evidenced in H.R. 5151, where there are a number of special attributes associated with Alaska, and then a number of special privileges that are directed at Alaska.

Second, a uniform national program cannot attempt to meet specialized needs without adding more complicated deductions and questions on the application form. This increases program complexity and administrative burdens.

Third, high error rates result from the existing structure of Federal programs because States are not fully responsible for errors.

What the task force felt was that allowing the States the option of running programs with full and guaranteed Federal support could help to reduce some of these problems. The essential features proposed were that a program could be optional to the States, any and all existing programs may be included, that the program would continue to provide full Federal funding for benefits and State administration, and funding would be indexed to be responsive to changes in the size of the State's population in need as well as inflation. Funding could be adjusted throughout the year as economic conditions changed.

We have attempted to address some of these very basic and difficult problems that have been presented to us by many people. Even though some, or dare I say many, will disagree with our specific recommendations, I would only hope that we could all agree that the problems they are designed to address do warrant serious consideration and should not be dismissed.

The deepest and most difficult problems faced by everyone who deals with the Federal safety net programs are the questions of what is an adequate amount of assistance, and who should receive it. Ultimately, the answers to these questions must rest on our moral, political, and economic judgments. However, we need to obtain a solid factual foundation for these judgments. We need to give serious study to the question of what constitutes poverty and to how trends in poverty can be measured.

We believe it is possible to obtain much better information on the meaning and measurement of poverty. Such information could tell us how the cost of living changes for poor people, what level of income is necessary to achieve an adequate standard of living, what proportion of income poor people can reasonably be expected to spend on food, and how the cost of living varies from one area to another.

Better measurements will not automatically answer the difficult questions that must be faced. However, informed judgments will yield a fairer system that should improve services for the needy.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Raisian appears at the conclusion of the hearing, see p. 246.]

The CHAIRMAN. Thank you very much.

Mr. Shaughnessy, the 1980 Presidential Commission on World Hunger recommended four goals toward building a world without hunger: Equitable economic growth; redistribution of existing wealth; producing enough food; and a system of world food security.

Can you comment on the progress made in achieving those goals?

Mr. SHAUGHNESSY. First of all, let me comment on the last item. The problem of world food security and the need to establish international food reserves has been an elusive problem for many years. It has still not been solved. There have been many, many attempts to establish food reserves, whether it be an international reserve or national systems held individually. Thus far, there has been no real progress in that area.

This is one reason why my own personal conclusion is that sustained and fairer trade relationships are probably, in the longer run, the only real answer to equitable and economic access to food. The problems surrounding international food security in terms of food reserves and the national and multilateral considerations that enter into those problems seem almost insurmountable at this point.

With regard to equitable redistribution of the world's wealth, I would say that it has not been achieved. I think it is obvious to most of us. The problem that the Presidential Commission attempted to address on this issue was the need for the developed and wealthier nations to put more of their resources into overseas development assistance, into food aid, into the types of assistance that would help the developing world. The total magnitude of international assistance at this point is still extremely small compared to the volumes of international trade, and compared to the wealth of nations.

With regard to the other two areas, particularly those relating to economic growth and agricultural assistance, I think there have been some improvements. I think that there is a clearer focusing of some of the U.S. assistance activities on these matters.

The reason why I focused in my testimony on the need for improved awareness on the part of the American public is that I think that the only way that those levels of assistance and the benefits that derive from them can be supported is by an informed public that supports the need for increases in such activities.

Finally, I would say that the overall scope of activities dealt with by the Presidential Commission on World Hunger, to a large extent, I think, remains open. The Commission ended with between 35 and 40 recommendations in the area of international trade, foreign assistance, even domestic hunger, the role of the private sector, and others.

The one area in which there was almost unanimous agreement was on the need for increased public education. That is again the reason why, in my testimony, I have focused on that.

The CHAIRMAN. Thank you.

Mr. Raisian, how did the task force take into account the reduction in food stamp benefit levels for households below the poverty line when you concluded that budget cuts in the food programs did not affect those at risk from hunger?

Did any witnesses offer data indicating that reductions in food stamp benefits did not in fact reduce the amount of food in households?

Mr. RAISIAN. What we say in our report, Mr. Chairman, is that there were reductions in food stamp benefits, and most of those reductions pertained to a delay in the increase in the cost-of-living adjustment. By the time the task force had convened, there was a catchup process and that had not occurred.

The two primary remaining cuts in benefits were the reduction in the earned income credit from 20 percent down to 18 percent, and the 1-percent reduction in the benefit levels across the board. We recommended, of course, that anything below 100 percent of the thrifty food plan made absolutely no sense, and recommended that that be restored.

The earned income credit of 18 versus 20 percent, the task force simply made a statement or judgment in this regard that it was hard to know. There wasn't enough factual information to be able to determine whether 18 or 20 percent was the appropriate number. That was the reason that we recommended that some additional statistics be gathered so as to know more about the budgets of our low-income individuals.

There is no question that those delays, those cost of living delays would have had an effect in terms of the hardship level of low-income Americans. At no time did we ever suggest that those individuals were not affected.

The CHAIRMAN. Allow me to continue on this line. We were in Greenwood, MS, yesterday and obviously there had been some progress made, you might have heard the colloquy earlier, but the fact is that we found some problems there that ought to be rectified.

We have not concluded this, of course, but probably the fact is that they need more aid. How can you justify the statement of the President's task force that food assistance programs are adequate when in fact we are finding greater need?

Mr. RAISIAN. Mr. Chairman, I think it was the feeling of the task force——

The CHAIRMAN. By the way, Greenwood is just one place in the country.

Mr. RAISIAN. I understand.

The CHAIRMAN. One little small place in the country, I might add.

Mr. RAISIAN. I understand.

The real issue here is what we did was to look at food assistance programs in a very narrow way to try to look at the safety net issue, if you will. However, I think that the task force came to the conclusion that the issues really are much broader. I would hope that the individual that you saw was getting the aid that he was eligible for, in other words, if he was on the Food Stamp Program.

Quite frankly, though, if there is any earned income in that family at all, then they do not get the full allocation of the food stamps because an individual is taxed 30 cents on the dollar as a result of any net income that they may have.

I think what we found to be happening is that you could observe situations frequently whereby a household is in a more or less panic situation, and one way that they can economize to pay their energy bill, or what-not, is to economize on their food expenditures, and that is something that we did observe frequently.

So it is our feeling that the broader issue of income maintenance is the appropriate issue, and that a consolidated look at all programs that affect the needy is pertinent. In other words, it seems to me that the thrifty food plan may be an adequate level of assistance if individuals are actually spending at the thrifty food plan level.

Only 12 percent of food stamp recipients get the full value of the thrifty food plan because they have some income, some source of earned income in the household. As a result of that individuals can be economizing, if you will, for other problems within the household by taking away from the so-called thrifty food plan level and putting money into other areas.

So strictly speaking, from a programmatic point of view, you can have adequate resources being put into the Food Stamp Program, but people still may be choosing not to devote fully those resources to food expenditures.

The CHAIRMAN. I must say that the people that we interviewed yesterday, not in the hearing per se, but in the field when we visited their homes, suggested that this was very much what they did.

One rather elderly lady we visited, a very thrifty lady, suggested that she knew what she was going to eat the next day, and she knew how much she was going to pay for it when she went to the grocery store. She knew that she had an electric bill and she knew that she might have other bills that would cause some problems. So she did economize considerably. The overwhelming number of the other people we spoke with suggested that they would run out of food before the end of the month. Obviously, they would be hurting as a result.

Are we leaving it to their own ability and will to economize, or are we truly giving them adequate resources for proper nutritional intake?

Mr. RAISIAN. My own personal feeling is that one has to look at situations faced by these very low-income individuals in a fairly broad context in terms of their whole budgets to see where their problems are. Practically, no matter what program you have, if you put more and more into food assistance, they might be able then to devote more and more to what other areas they consider to be more problematical.

The CHAIRMAN. I forgot to add that the first lady, by the way, was living by herself, and the other families had two or three, and sometimes up to eight and nine people living in one house. The numbers, of course, impact on the ability to economize, even if Federal assistance programs are utilized. There seemed to be great disparities proportionately; this is a source of great concern to me.

The other point I would like to make, and I would like you to comment on it, if you will, is the issue of the Head Start Program. Head Start is operating 9 months out of the year in Mississippi, as I understand, whereas before it had been operating 12 months out of the year. The kids that were in the program were receiving food, a breakfast program and a lunch program. Those kids, as we heard, did not get that food for the 3 months in the summer because there had been a cutback in the program.

How do you explain that? What is going to happen to those kids in the 3 months that they don't get to go to Head Start? The same thing would apply to the kids in the public schools who are receiving assistance through the school system?

Mr. RAISIAN. Let me preface my remarks to that by saying that the amount of assistance that is given to individuals at this time is by no means lavish. The question is, is it adequate? That requires again a great deal of judgment.

The CHAIRMAN. Is it adequate?

Mr. RAISIAN. In response to that, specifically, the way the thrifty food plan was designed for those individuals who qualify for food stamps would be that it is an adequate amount of food, independent of any School Lunch Programs at all. So if households have children that quality for student lunches, for additional aid in terms of free school lunches or Head Start Program, this is an amount over and above the thrifty food plan.

Again, we can clearly take issue with whether or not the thrifty food plan is an adequate amount. But in the judgment of the Department of Agriculture, and there have been studies to indicate that it is an adequate, a barebones adequate amount of food.

I think what can happen, Mr. Chairman, is that like any household, low income or otherwise, you form habits and you form expectations about what services are there to help through the course of a month. When one of the services gets taken away, you have to make an adjustment, and that adjustment is not always easy to do.

The CHAIRMAN. Mr. Shaughnessy, would you care to comment on that?

Mr. SHAUGHNESSY. I think that you have to put it in context. At the time of the Presidential Commission on World Hunger, the timeframe for analysis was 1978 to 1980. While the primary focus of our report was on the international problem of world hunger, we did examine existing domestic programs.

We looked at the School Lunch Programs, we looked at the Breakfast Programs, at Women, Infants, and Children Program, Expanded Food and Nutrition Program, and food stamps. The general conclusion at the time was that any difficulties that existed revolved around administration, and streamlining of management, and reaching those in need, rather than on the adequacy of resources available.

Again, I hasten to add that this was in the period 1978 to 1980, which was a different situation than is now the case.

The CHAIRMAN. Thank you both.

Are there any other questions?

Mr. EMERSON. Mr. Chairman.

The CHAIRMAN. Mr. Emerson.

Mr. EMERSON. Just a comment, I think. I think you have both made very fine statements here.

Referring to what the chairman has said, I hope at some point we will have an opportunity in this committee to really sit down and talk about what we saw yesterday, and what I know we will see or what I assume based on the experience that we have had on the Nutrition Subcommittee of the Agriculture Committee, in further field hearings that this committee will hold.

I feel that yesterday we could have quadrupled the benefits to some of the people that we saw and I am not sure that they would have been better off. It is a question of knowing how to use what you are getting. There are definite problems with administration down there. We get back to the education problem as it relates to nutrition, hygiene, and otherwise.

I hope that this committee will have an opportunity to put all of those things together because I am concerned that just more direct food assistance—while I agree that we certainly saw cases where they could use more and better food assistance—is not the end of the problem. The problem is far more complex than how much food assistance is provided.

I hope that we will have an opportunity to sit down and talk these things out. You know, in my 3½ brief years in Congress, it has been at times frustrating that we go out and have very revealing field trips, and hold some very significant hearings, accumulate a lot of data, when we come back, we never really sit down and talk about it. Legislation is drafted that is intended to address the problem, but very often does not.

I just hope that we might have more dialog about the interrelated problems that exist in this area of getting adequate food assistance to people who really need it.

The CHAIRMAN. If the gentleman would yield. It is certainly the intention of the Chair to facilitate those kinds of meetings, because I think you are absolutely correct. All too often, we go on field hearings and we get information or we see things that shock us. We dramatize all the things that we see, and I am as guilty as the next person. Then we really don't resolve the real core of the problem. So I will definitely accede to the invitation of the gentleman, and I thank him for his comments.

Mr. DASCHLE. Mr. Chairman.

The CHAIRMAN. Mr. Daschle.

Mr. DASCHLE. I had a couple of questions, if I could, and it relates a little bit to what Mr. Emerson was asking. I was interested in Dr. Raisian's statement, and I am not sure I fully understood what he was saying.

Do I understand you to say that you believe it is difficult, if not impossible, to accumulate better data about malnutrition and hunger, especially domestically?

Mr. RAISIAN. I wouldn't say, impossible. Certainly, from the clinical point of view, there is absolutely every opportunity to gather more precise information about medical malnutrition. But I think the kind of hunger that we heard in our hearings and the kind of situations we were hearing about represented a lack of access to food even occasionally.

It is that kind of situation that I think is hard to quantify. I don't know, for example, offhand how you would design a survey, in the same kind of vein of our unemployment survey. It is pretty easy to identify whether or not you are employed or unemployed during the course of a month. What about whether or not you are hungry or not hungry during the course of a month, to take the analog, and then do we want to count every situation.

I can think, over the past month, of situations where I, myself, was hungry, yet clearly I am not a situation that should merit any consideration in terms of the kinds of problems and issues we are talking about today. I think that it becomes operationally very difficult to try to quantify this important issue.

Mr. DASCHLE. The impression I get from reading the task force's report is that they had some specific suggestions by which that could be done. I interpreted many of their suggestions as calling for a more localized reporting system, and obviously a lot more regularized reporting system.

Would you elaborate a little bit more. In your original statement, I had the impression that you were saying that it was virtually impossible for this to be done, but that is not what the task force said. The task force seemed to be saying that it can be done, and here are some ways in which we might get closer to accomplishing our goal.

Mr. RAISIAN. Yes.

Mr. DASCHLE. You might clarify that.

Mr. RAISIAN. Yes; I would like to. The issue there, what I was talking about was in terms of quantifying whether or not the number of hungry people is on the rise or not. More to the point, it is not so much changes in the extent of the problem as the actual number. How many people in this country go to bed hungry on any given night. We don't know the answer to that question.

The CHAIRMAN. Excuse me, Mr. Raisian, if the gentleman would yield.

Mr. DASCHLE. Yes.

The CHAIRMAN. Pardon me, but let me just ask you a question. Does the fact that unemployment is going up have any bearing on what you are saying in terms of the access to food?

Can you use unemployment at all in your determination as to who is hungry, or who is potentially at risk of going hungry?

Mr. RAISIAN. I think that the two are related to some degree. I think a better indicator is the one that is more commonly used, which is the percentage of people that fall below the Federal poverty line. That is a better index.

The problem, in terms of looking at the unemployment rate, is when the unemployment rate is rising, you have a general recession occurring, then at that point in time, people become eligible for Federal assistance and more people are coming on to the program.

So there is no question that before the fact there are more hungry people, but after the fact they are getting some aid. Hopefully, it is an adequate amount of aid. So it is just that when there are problems developing, our programs are developed to try to meet the increased need from the problems.

Would you like me to continue on the data aspect?

Mr. DASCHLE. Yes.

Mr. RAISIAN. What we suggested was that we feel that it is right for nutritional indicators to be developed, and that new, novel surveys could be developed that could gather the so-called nutritional status of Americans, to try, if nothing else, to determine what have been the changes over time. That is really the issue on nutritional standing.

The other thing that I think is very, very important, and I tried to highlight it toward the end of my testimony, is to look at the budgets of low-income Americans, not just in terms of some broad aggregate, but around the country and in different regions of the country. We feel that the information is right there as to determine the kinds of problems that people face.

As I mentioned, in H.R. 5151 there is a lot of attention given to Alaska's particular problems. While I would agree that Alaska may be the most unusual State in the country with regard to the situation, there is no reason that Mississippi couldn't claim a kind of special circumstance as well. I think there is merit to that.

Mr. **DASCHLE**. Would you also agree that there needs to be far more regularity with regard to collecting and reporting data?

It appears that right now we are doing it far too infrequently from what I know. Did the task force take a position with regard to greater regularity?

Mr. **RAISIAN**. Yes; I am very much in favor of regular data gathering activities.

Mr. **DASCHLE**. How would you define regular in this case?

Mr. **RAISIAN**. Let me do it by example. I think the Bureau of Labor Statistics does a superb job at collecting labor force information throughout the country. They are not isolated studies that deal with a snapshot in time, but it is a regular, ongoing, representative data gathering. We constantly are looking at the labor force statistics and unemployment statistics in this country to be able to monitor the pulse of our business activities. I think that we would suffer had we not had it.

Mr. **DASCHLE**. So you would agree. Dr. Lamb before you said that there needs to be a method by which we can detect malnutrition other than by looking at clinical malnutrition. You are telling us that we have the ability to collect data that would allow us to do what Dr. Lamb and others have suggested.

Mr. **RAISIAN**. We certainly have, I think, the ability. I don't think the instruments yet are developed, but I think we have the capability for looking into that. I would urge the Congress to look into that and this committee particularly.

Mr. **DASCHLE**. Have you urged the administration and, to your knowledge, are they pursuing this at this time?

Mr. **RAISIAN**. Only insofar as we have made the recommendations that we have made in our report, and not to any other degree.

Mr. **DASCHLE**. You do not know at this time whether anything within the agencies is being pursued?

Mr. **RAISIAN**. I do not.

Mr. **DASCHLE**. Thank you, Mr. Chairman.

The **CHAIRMAN**. Thank you.

Thank you very much, gentlemen. We appreciate your testimony.

Mr. **EMERSON**. Mr. Chairman.

The **CHAIRMAN**. Mr. Emerson. I am sorry.

Mr. **EMERSON**. If I may, for just one more moment, on the subject the gentleman is speaking to here.

Mr. Raisian, thank you very much for your comments.

You know H.R. 5151, which Chairman Panetta is largely responsible for, does in very large measure speak to the recommendations of the task force, and I think speaks to the concerns of my colleague from South Dakota. I believe that we have not fully addressed them, but we have taken a good step forward in addressing your concerns by certain requirements that are included in the bill for nutrition monitoring.

Mr. **Daschle**. Mr. Chairman, could I ask one short question in regard to H.R. 5151.

Did the Commission consider changing the child care and shelter deduction with regard to eligibility? I didn't see that in your report, but it certainly would come to mind as one way in which we could ensure more proper eligibility consideration given the fact that we do have the gross eligibility requirement now. Is that a consideration given by the task force?

Mr. **Raisian**. There was some consideration along those lines.

I think that the problems that we had with, I won't say that specific one, but generally with more deduction is that we felt that the programs right now are fairly large and cumbersome. To take large and cumbersome programs and make them more flexible is to do so at a very high cost. The forms get more complicated, program errors increase, and so forth. The judgment that was made by the task force was that that not be a recommendation.

Mr. **Daschle**. You didn't recommend against it, you just took no position. Is that correct?

Mr. **Raisian**. That is right.

The **Chairman**. Thank you very much, gentlemen.

Our final witness today is David Guyer, president of Save the Children, a private community development and child assistance agency operating in the United States and 38 other countries on integrated rural development programs to improve the quality of life.

For more than 50 years, Save the Children has contributed to the improvement of conditions for children. We will hear today from Mr. Guyer who will represent the vast private voluntary community and help us understand the roles such organizations play in efforts to alleviate hunger and malnutrition.

As chairman of the American Council of Voluntary Agencies for Foreign Service, I believe Mr. Guyer is well qualified to inform the committee on the efforts of the PVO community.

Mr. Guyer, thank you for being so patient. Welcome.

STATEMENT OF DAVID L. GUYER, PRESIDENT, SAVE THE CHILDREN, AND CHAIRMAN, THE AMERICAN COUNCIL OF VOLUNTARY AGENCIES IN FOREIGN SERVICE

Mr. **Guyer**. Thank you, Mr. Chairman and members of the committee. Let me add a few thoughts to supplement my prepared statement and what you have heard already today.

You always save the best till last, I think that is the trademark of this group.

My career has been divided in three parts. I had 10 years with the United Nations family, UNDP, and then about 10 years with our Government. For the last 10 years, I have been a part of the private voluntary agency community, as you mentioned, the president of the Save the Children Federation, and more recently also chairman of the American Council of Voluntary Agencies in Foreign Service.

I have gotten to know our community and feel that it is a source which has been somewhat tapped, yet also untapped, and much more potential could come from that source in the fight against hunger. We are a diverse group of individual agencies, some with religious bases, some with development assistance bases, and others with a focus on food aid and material resources.

There is a vast constituency in America that voluntary agencies are able to tap, and they are able to get this assistance and these techniques down to poor people in need.

If you cannot get people excited about a process, it is just not going to happen no matter how much money, or how much brain power, or how many revolutions, green revolutions, and other revolutions take place, people have to be part of that process. This PVO community has the facilities and the willpower to do this on an increasing scale.

This last year, we ourselves spent over $1.1 billion in assistance of all types around the world, and several million Americans were involved in this in one way or another. It was a hands-on approach right from the beginning.

We had a vast variety of techniques. Many of you know about the Public Law 480 food legislation, and the vast amount of emergency food stuffs that go into areas such as the Sahel. Others tackle it from an organic point of view, small-scale farming. Others have other techniques. This strength and diversity which our community has is something which I think can be tapped further.

Mr. Chairman, a very exciting development has taken place recently. The historic American Council of Voluntary Agencies has merged with the newer PAID [Private Agencies in International Development]. This brings together the 48 largest private agencies in the country, with 100 of the newer smaller developmentally oriented agencies into a unified association in support of voluntary assistance overseas.

We will begin in early July with a new agency, name yet unknown, executive director not yet chosen, which will represent the vast bulk of the private sector in this country, about 138 different agencies.

This is something which our community has striven for now for many years. It will have an impact on what we are talking about in the years to come.

My own organization, although the name belies it to a certain extent, Save the Children, is involved in what we call community-based integrated development. The reason for this is fundamental to our approach. A child is not necessarily helped best by direct handouts, but rather by a whole array of disciplines interrelating one to the other. It is community based. The child is helped in a lasting way by health, education, nutrition, and all of the other disciplines in the developmental panoply.

The organization, since its founding in 1932, has established 179 impact areas around the world. I might say at this point that 40 percent of those are in the United States, covering 60 Indian tribal reservations, up and down the Appalachian chain, inner-city Brooklyn, the Lower East Side, the Hispanic population of New

Mexico, and the area in the Mississippi Delta and the Arkansas Delta. Overseas there are about 37 programs in each of the continents, ranging from islands off the coast of Bangladesh to mountain valleys in Ecuador.

Save the Children believes that if assistance is going to work, if the system is going to work to truly help children, it must be working in all of these settings. Above all, it must motivate people. It must motivate those families. It must be a very down-to-Earth self-help type of an approach.

So literally what it is a model building exercise where if it is breaking through, it can be picked up by others, other private groups, governmental groups, and spread far more widely.

Let me give you an illustration. The Province of Aceh on the Island of Sumatra is the most conservative Muslim area in Indonesia. It has a population of 2.5 million. It has been very difficult in the past to work there and perhaps that is why AID asked us to go into that area, with some help from their funding plus our own, to open a self-help community development program.

When we began working in 16 of these villages, we discovered that there was one major agricultural product that they had not yet tapped, and that was soybeans. I am amazed always at how many places in the world soybeans can be grown, including a tropical island like Sumatra.

Introducing soybean to this valley did several things. It gave an extra cash crop to the farmers. Second, tofu, which is one of the most nutritious foods, is ground from the soybean. The tofu itself immediately increased the weight of the children.

You organize the women to do that. In every sense of the word, the child was being helped in a lasting way because his parents were better off. A better cash crop for the father, the mothers were organized and from then on they were able to do other types of development in addition to the tofu grinding.

These illustrations are the kind of things that the agency and many other agencies are doing today. They are perhaps little pinpricks on the horizon, but I do think that over the years to come they are going to make an increasing difference.

Let me give you another example:

I was in Haiti last week for a meeting of AID's Advisory Committee on Voluntary Foreign Aid, of which I am a member. I have been going to Haiti now for about 30 years, and each time I get a little bit more discouraged and frustrated. For the first time this year I felt that maybe there are some breakthroughs taking place.

The Inter-American Foundation is doing a splendid job in forestation. A small Haitian organization is working with fruit tree planting, and Winrock International from Arkansas is raising livestock. They asked us to come through, to kind of pull it all together, to get the village communities set up to accept all of these things.

I take my hat off to the AID director there, Harlan Hobgood, who has done a splendid job because he is allocating more and more funding to the private agencies to have this happen.

These little pinpricks are taking place throughout the country now, and they are beginning to make a difference. It is not over the hump by any means, but I came back much more optimistic than I was earlier on.

In general, we are very pleased with our evolving partnership with AID, and hope that our good relations will continue. Peter McPherson has spent a good deal of time with us on many issues of critical importance. We do feel, however, that the congressional mandate to increase the percentage of AID funding to the PVO's is important. It is up to 14 percent this year, and it ought to go up to 16 percent according to the Pell/Percy amendment. We would hope in our community to have that percentage raised to somewhere in the neighborhood of 20 percent before the end of the decade. I don't think that the American people can spend a dollar better than through the private voluntary agencies that American Council and PAID represent.

We also feel that there are other breakthroughs taking place. The Child Survival Fund that was just passed the other day, $25 million could easily be raised to $50 million. There are some ideas afoot in the House and in the Senate to do that.

The job is far too big, feeding a hungry world and alleviating hunger, to allow any one sector to monopolize it. It has to be a combination of sectors. It has to be the United Nations family. It has to be the bilaterals, not only AID, but NORAD of Norway, and DONITA of Denmark, and the British Overseas Development, CIDA of Canada, and SEED of Sweden.

All of these agencies are in this field. We have to play on the strength of those agencies. We have to play on the strength of each one of these sectors. I am sure you have heard today, in all the testimony and the figures, that there are many ways to tackle this.

I don't come here to say that there is only one way, but I do think that one of the most important is to build it up, to give it the potential, and to allow it to play its role to strengthen some of the bilateral programs, and some of the U.N. programs.

I have come to you on behalf of our 130 new members, Mr. Chairman and distinguished members of the committee, to say again that we stand to do everything possible within our sphere to increase the effectiveness of our community to cope with these problems.

We feel that you are focusing on it as you have will be of great benefit to us and to the community and to the country. I feel that everything that has been said today is valuable, and I hope that it is widely disseminated. We pledge to assist you in every way possible.

Thank you very much.

[The prepared statement of Mr. Guyer appears at the conclusion of the hearing, see p. 260.]

The Chairman. Thank you very much. We are glad that we saved you for last since, indeed, there are some who do believe that you are the best.

I would like you to comment on the health condition in areas of extreme food needs such as Sub-Saharan Africa. I was in Ethiopia last August. As a matter of fact, we traveled about 30,000 miles and we went to about eight different African countries in 21 days, which is quite a feat in itself.

The first place we went in Africa was the Gondar region in Ethiopia, where we saw some problems that I had never by any stretch of imagination realized existed anywhere in the world. I would like for you, if you will, to comment on the health conditions in areas such as this.

Mr. **Guyer**. Mr. Chairman, I am glad you saw it. I go out once or twice a year to various parts of Africa, and it has been a discouraging view, as you know, over the last few years. The indices are all going in the wrong direction, including health.

I don't think that they need to if the world community gathers its resources to tackle this. But it is going to take a very special drive in Africa because the health, of course, is affected immediately by the lack of food stuffs.

We work in the Qorioley area of Somalia with about 40,000 refugees. We are resettling permanently 13,000 of those now. This is the largest resettlement, I think, any private agency has yet undertaken with help from UNHCR and USAID.

Each of these nomads, who are now settling permanently, don't have more than one-quarter of an acre. One of the challenges that we have is to try and eke out from that one-quarter of an acre—it is very fertile land and it has water, so there is no problem on that—enough food for that family.

If you don't, the sedentary way of life in a camp can destroy all initiative. Certainly, the food intake affects the health dramatically. As I said earlier, I think the entire community is going around to an integrated approach. There is not one single element that is going to break through, it is a combination of these elements coming together that is going to do it.

The **Chairman**. Thank you.

It has been stated that malnutrition is due more to lack of income than the lack of food itself. What types of income generating projects could be effective? What is your agency doing in this regard?

Mr. **Guyer**. Again, the private voluntary agency community on a microscale can do a great deal. I like to give illustrations, I think it helps to pinpoint the problem. In Honduras, in a little village in the mountains, they grow the best mangoes in the country, yet mangoes come all at once, and then they are gone.

You have too many of them, and it is essential to be able to preserve them. In this case, the women of the village make what they call mangoe puree. They wrap it in plastic and sell them on the street. Forty-five women are employed just in that one little industry.

The PVO community has many of these ideas going on. As I said earlier, I think that an increased flow of funding from AID to make this happen, because we all match the AID funds with our private funds, allows more of this to take place.

Many agencies, for instance, Technoserve, for example, in Norwalk, CT, is a good illustration of a PVO working with income producing, generating projects. We are on the threshold, I think, of many breakthroughs there. It is one of the elements that we want to push very, very hard in the next few years.

The **Chairman**. Very good. Thank you.

Mr. Emerson.

Mr. **Emerson**. Mr. Guyer, thank you very much for your excellent statement. I enjoyed it very much, and I look forward to reading your full statement which you have submitted for the record. I look forward to working with you.

Mr. **Guyer**. Thank you.

The **Chairman**. Mr. Morrison.

Mr. **Morrison**. Let me just mention the tremendous respect for your organization.

I trust that as we proceed through these hearings that there will be a number of opportunities to take advantage of your experience, and the experience of other groups, and perhaps in some way to work with the organizations that exist.

Some of us are rather frustrated with the efforts of one government to work with another government, feeling that we are not getting the best possible buy for the taxpayer dollar. So we appreciate the experience and hope that we can lean on it and, again, Save the Children through someone with experience such as yours.

Mr. **Guyer**. Thank you for that comment.

I want to stress again that I think each sector has a role to play. You have to have the macro, too. We very much appreciate when AID is in there on the grid system, or on the access roads, because we can't do that with our own moneys.

When it gets down, as I said earlier, to the people approach, where you motivate people, it is very difficult to do at the governmental level. That is why I am hoping that my good friend, Jim Grant, who was here this morning, is talking with us now about a partnership.

We became the very first American presence in Buthan, way up in the Himalayas. In comprison with the African per capita GNP, I think Upper Volta's is $130 a year, and Chad is $140, and Mali is $125. The per capita GNP in Buthan is $80, half of what the Sahel is.

It is really the poorest country in the world statistically, and yet there is tremendous vitality and tremendous will to get these things done. Yet, we are the first American agency that has been invited to work there. Our funds are not large enough to make that impact without UNICEF coming in with large-scale equipment, such as that used for tube wells.

We have a beautiful arrangement with Jim Grant now on the UNICEF side. The impact area that the Government has asked us to work in covers the central part of the country, about 30,000 to 40,000 people. That expensive tube drilling apparatus that costs a quarter of a million dollars, which we can't afford with our funds, UNICEF will send to that area because they want to be sure that those wells, when they are drilled and the tube well is in, are going to be maintained. We will maintain them because we train people to do that sort of thing.

So it is a very, very excellent relationship that is beginning to work out, but we are just beginning. If I could ask the cooperation of our friends here in the House and the Senate, sometimes a little push in that direction wouldn't hurt.

There is so much government-to-government funding, the establishments, that is the World Banks and Development Banks, the various bilateral programs with the tens of billions of dollars. Our little community, although it is growing, and I mentioned we are $1.1 billion, which is no small amount of money, still in comparison with the establishment agencies, is very, very small. This is where the breakthroughs are going to take place, in collaboration with the bilateral agencies and with the United Nations family, with a push now toward this neglected sector, the PVO sector.

Mr. MORRISON. Thank you.

We want to make sure, Mr. Chairman, that we don't foul up this excellent working relationship, and maybe we can add something to it.

The CHAIRMAN. Absolutely, let's hope so.

Mr. MORRISON. Thank you, Mr. Guyer.

The CHAIRMAN. Mr. Hall.

Mr. HALL. Thank you, Mr. Chairman.

Thank you, Mr. Guyer, for your statement.

Just recently my office, and the offices of three other Congressmen, took part in a private project for a refugee camp in El Salvador. We went completely through the PVO. We raised the money, not from the Government but from our districts, and we raised 35 tons of nonperishable goods. We took it down on a ship. We took it to the refugee camps.

I am really impressed and encouraged by the PVO's all over the world, even when I was in the Peace Corps. They take a very nonpartisan view. They don't take sides. They can go places that governments cannot go. Yet I am concerned about that old feeling that governments think, and still say, that they can do the job better than you can.

Is there still that old feeling among governments that they would prefer to do it themselves, that is my first question. No. 2, what can we do as a select committee to encourage more involvement with PVO's?

Mr. GUYER. Before answering, Mr. Hall, let me say that I am pleased that you were in El Salvador. It is a country that we are very active in. The conditions there are such that you pray every morning that things are going to come out right by the end of the afternoon. Other PVO's are there, too, and they are doing a fine job.

That 2½ years ago, we were called in by the Latin American bureau of AID, which said, "We don't think that the PVOs should be in El Salvador. We think that this is no place for them." We said, "We don't agree. We think that there is a role for us to play." We stuck it out and stayed. Now they are at our side saying, "Please come in more, deeper, bring in your friends. We need to have you." So there has been a change.

There is a change in AID, and there is a change in other bilateral programs coming about on this subject. One of the reasons is that the PVO's are more professional than they used to be. We have been able over the last few years to strengthen our infrastructure, to strengthen our human resources. We are competitive now in many ways.

We can't pay the wages that AID can pay or the World Bank can pay, or the United Nations UNDP, but we give that extra degree of freedom in action within guideines. Each of our agencies do that. That appeals to a lot of people. So you have a lot of people who are in there, not necessarily for the monetary value, but because they believe wholeheartedly in what they are doing.

There is a greater respect coming from Government toward our sector, but it is still far too weak. If you think it is weak here. In comparison, look at our poor friends in Africa who have virtually no PVO activities. There is an effort to build up, both by ourselves and through AID programs, to build up their capabilities.

If you take a look at this country, for example, almost every single one of our major breakthroughs has come from the private sector first, picked up by government.

Save the Children started in 1932 in Appalachia with the first hot lunch program in the country. The women did it. They grew the vegetables in the schoolyards, preserved them, and served the hot lunch during the winter. That spread throughout all the country, just one little idea in Harlan County, Ky, in 1932 that spread all over. This is the kind of thing that my colleagues are doing all the time.

There is a greater respect for this now and there is a greater sense of partnership. There are some things that can be done on the bilateral side that are absolutely essential. There are also some things that the PVO's can do that perhaps better than governments can.

The **Chairman**. Mr. Guyer, thank you very much. We appreciate your contribution to our hearing today. We look forward to working with you.

Mr. Guyer was our last witness. Let me just say that I want to thank my colleagues who have endured this whole day. I have been sitting on pins and needles worried whether or not we were going to get through the day.

This, indeed, is our first general hearing, and I, as Chair, have the responsibility of putting it all together. I didn't do that, however; I must give the credit to my staff, under the leadership of Ernie Loevinsohn and Alice Tetelman, of the minority staff, who did such an incredible job in facilitating this opportunity for us.

I am particularly happy that this Select Committee on Hunger has been launched at this time. We held our first field hearing yesterday in Mississippi, and we are here today in a spirit of bipartisanship. I am pleased with the level of cooperation that both the minority and the majority have engaged in in this process.

I look forward to future hearings, and future participation not only with my colleagues, but also with the PVO's and with those agencies that are concerned about the areas of interest that we have raised through the select committee. It is exciting to me. It is a real opportunity for the Congress.

With that, I will close the hearing, unless there are colleagues who have additional comments.

[No response.]

The **Chairman**. Thank you. I thank all of you.

The Select Committee on Hunger stands adjourned.

[Whereupon, at 4:10 p.m., the Select Committee on Hunger adjourned.]

[Material submitted for inclusion in the record follows:]

Prepared Statement of Hon. Tony P. Hall, a Representative in Congress From the State of Ohio and Chairman, International Task Force on Hunger

I am pleased to be here today as the Select Committee reviews the progress that has been made in combating hunger, and considers strategies for the future. A key task facing our committee and the anti-hunger community in general is to decide where to focus our efforts. As chairman of the committee's Task Force on Hunger in the Developing Countries, I believe that there are three areas in the international sphere which merit particular attention.

First, we should look at improving basic health services in the Third World. Malnutrition and infection work together in a vicious cycle: in a great many cases infection is the cause of malnutrition, which in turn makes people more vulnerable to infection. This vicious cycle kills some 15 million children in the developing countries each year. As we will be hearing today, basic health techniques are now available which can dramatically reduce the death toll caused by malnutrition and infection. We should consider how these techniques can be applied as widely as possible. The international task force has already held a seminar with AID Administrator McPherson and other experts to discuss health services in the Third World, and we intend to do further work in this area.

A second area which merits attention is U.S. emergency aid, especially in response to the drought in sub-Saharan Africa. Too often we pay inadequate attention to the problem of in-country transport and distribution. It is not enough to get food to the port of a drought-stricken country; we must ensure that there is a system for getting food from the dock to the people who need it. In many cases this will mean providing trucks, spare parts, and logistics experts. In this connection Congressman Leland and I have been working in favor of earmarking $25 million in the current supplemental appropriations bill to facilitate disaster relief in Africa.

A third area where I believe considerable progress can be made is in increasing the role of private voluntary organizations in our food and development aid. U.S. private aid organizaitons and their third world counterparts are often better able to reach malnourished people than large Government agencies. We should consider whether more food aid, including perhaps a greater part of the massive U.S. farm surplus, could be distributed through private organizations. Expanded food aid, however, would need to be combined with other goods and services such as agricultural credit, literacy training and health services. Without these complementary inputs food aid can create dependency rather than development.

Some of the areas I have mentioned will be covered today, others will be discussed at future hearings. In our discussions, both on hunger in the United States and on Hunger in the Third World, I believe we should set realistic targets. At the same time however we must be bold enough to see what great gains are possible.

In 1960 the annual death rate among children aged 1 to 4 in the poorest countries was 27 per 1,000. By 1982 it was 11 per thousand, a decline of almost 60 percent. This kind of progress, which affects the lives of millions of families, gives hope that we can make similar gains in the future. We should ask what steps we need to take to produce such gains. It may be, for example, that expanding the village-level health care network in the developing countries would enable us, through immunization and other means, to save the lives of millions of people. These are the kinds of options we need to discuss. It is hard for me to imagine a more urgent, challenging or important task than investigating ways to reduce the misery caused by hunger. So I look forward to participating in this hearing.

Prepared Statement of Hon. Leon E. Panetta, a Representative in Congress From the State of California

Mr. Chairman and members of the committee; I am delighted to participate in the first Washington hearing on the Select Committee on Hunger. Both the topic and witnesses are most appropriate as we begin our full scale effort to study domestic and world hunger.

I believe that a key role of the committee is to focus public and congressional attention on the dual shames of domestic and world hunger. No significant progress will be made on these issues unless we continue to highlight the facts and bring them to the public's attention. I truly believe that once people focus on the reality of the hunger problem, positive, humanitarian solutions will emerge.

I am particularly pleased to see that, among our distinguished witnesses, both Senator McGovern and Senator Leahy have agreed to be with us. Both of these gentleman have made invaluable contributions to the cause of fighting hunber in this country and the world. Their willingness to help us today is an indication of their continuing dedication to these issues.

In the next few years, this country will face many difficult budget choices. Among them we must decide what we need to spend to feed hungry people both here and abroad. With so much riding on it for those who are hungry, it is essential that we know as much as possible about the extent and seriousness of the hunger problem before we decide.

PREPARED STATEMENT OF HON. MARGE ROUKEMA, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY

Mr. Chairman, I am extremely pleased to welcome all of you here this morning. We have a full and distinguished complement of witnesses.

This is our first Washington, D.C. hearing of our select committee, and therefore, a significant event. It means the important work of this committee is well underway.

At the outset this morning, it is important to recall an important part of this committee's mandate: Our efforts are not intended to duplicate the substantial body of evidence compiled by previous commissions and study groups. We must heed the thousands of pages of findings, recommendations and advice from our predecessors in their studies of hunger.

I note the impressive roster of witnesses scheduled to testify today and I look forward to having the information of those who have toiled in this field before us. It will be very interesting to hear from those who have conducted studies in years past; to hear how their perspectives have changed and to reassess their findings years later.

I am also gratified that our administration's programs, both at home and abroad, will be so ably enunciated by those on this high-level roster. I think they will be able to describe our current efforts to combat hunger and discuss the evolution of these programs.

There can be no doubt that hunger persists in America and overseas. But, just as certainly, we have made progress in the battle against that hunger. Today, I hope we can learn more about how far we have come and how far we have yet to travel.

From the beginning, the problem as I see it, has been to answer the question of why do we ever have this problem at all. Since we as a nation, produce and spend more on food assistance, why do we have an overabundance and the tragedy of hunger? Why does this problem continue to get ahead of our capacity to solve it? Why with all of our resources, can we not better match supply and need?

I want to know why and I believe the American people want to know why. The question, of course defies easy solution.

At all levels of government, the benefits of our national bounty and invention are made available to the hungry and the homeless. Tragically, though, there are 35 million Americans living at or below the poverty line.

To help those people, the Congress has enacted a wide range of assistance programs designed to combat hunger and malnutrition. In 1983, the Federal Government distributed almost $20 billion in food assistance, up from $14 billion in 1980. The lion's share of the sum, almost $13 billion, went to the Food Stamp Program. Over 21 million persons received food stamps in 1983. 47 percent were children, nine percent were elderly.

In addition to the food stamp distribution, we have a host of other assistance programs providing school lunches and breakfasts, nutrition assistance and education for mothers and children, aid to the elderly and so on.

State and local governments have their own programs. The agencies all work in concert with charitable and voluntary agencies in supporting relief efforts for those in need.

Last year, over one billion dollars in excess commodities—cheese, butter and dry milk—was distributed through food banks.

It is obvious, though, that the existence of this surplus is simply not enough. There are hosts of related problems that require resolution: What does it take to process the surplus goods for consumption? How can commodities be transported to desirable locations at lower costs? How well does the distribution program really work?

The perplexing paradox of overabundance and the tragedy of hunger does not stop at our shorelines. Our country has always responded to needs abroad and has shared its bounty with great enthusiasm and deep commitment.

The United States is the largest food donor in the world. Last year, we had food aid programs underway in 70 countries, spending $1.5 billion in the Food for Peace Program.

This nation has also led the way in providing disaster assistance during times of emergency. We are contributing large amounts of aid for relief from the famines currently plaquing many African nations.

While the United States has put funds into this and other areas, distribution is still a fundamental problem. We have to be sure that food aid sent to needy nations actually reaches those people for whom it is intended, and not simply left to rot on the docks of the recepient country. Further, in many parts of the Third World, combinations of national disasters, political turmoil and economic difficulties hamper relief and development efforts.

It is obvious the problem of hunger cuts across many lines and subject areas. And, as a multiplicity of issues, the potential solutions are very complex and not immediately at hand.

Mr. Chairman, I lock forward to a productive hearing today, so that we may move toward those solutions. I thank the witnesses for giving us their time.

PREPARED STATEMENT OF HON. BILL EMERSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MISSOURI

Thank you, Mr. Chairman. I wish to welcome our distinguished witnesses today to our hearing concerning domestic and international hunger issues. The purpose of the hearing is to review the progress we have made in alleviating hunger and what the future holds for further progress.

In my role as the ranking minority member on the Domestic Marketing, Consumer Relations, and Nutrition Subcommittee I have worked closely with the gentleman from California, the chairman of the subcommittee. We have traveled across the country, holding hearings, visiting soup kitchens, welfare offices, and food distribution centers. Our subcommittee looked into the problems of hunger and food assistance programs and evaluated efforts to address the issue at all levels of government and within the private sector.

We found that the lengthy recession and unemployment have caused suffering—no one disputes this. There are positive signs that the economy is turning around—but while that occurs there are people in need and receiving assistance from both federal programs and their own community.

The Food Stamp Program is the major food assistance program operated by the Federal Government and is the program through which food aid is best delivered. Over 22 million people—1 in 10—receive assistance through this program. Through this program and others such as the School Lunch Program over 95 million meals per day are subsidized by the Federal Government and millions of pounds of cheese, butter, and other surplus commodities are ordered by States to distribute to their needy people. The gentleman from California and I worked very closely on legislation extending the surplus commodity distribution program and we agreed that it is not designed to take the place of the food assistance programs I mentioned previously. However, because of high unemployment rates—still felt in parts of the country—the past recession and the fact that surplus commodities are being stored by the Federal Government, I believe these surplus commodities should be made available to people in need.

Under that legislation passed by the Congress and the initiatives of the Department of Agriculture a total of one billion pounds of staple foods—such as cheese, butter, rice, and flour have been distributed for use by individual households. Since July 1983, over 107 million pounds of canned foods—chicken, beef, tuna, pears, and sweet potatoes have been distributed for use by these households.

All this is in addition to the 1.8 billion pounds of surplus food that is distributed each year to schools, nursing homes, hospitals, elderly feeding centers, and other charitable institutions.

The gentleman from California and I recognized that hunger in America and solutions to the problem must be offered in a bipartisan manner. As I mentioned earlier our Subcommittee has studied the hunger issue on this basis. As a result of that effort the surplus commodity distribution program was extended for two years. We worked together on that piece of legislation—just as we worked together during the 97th Congress to achieve some necessary reforms in this program.

As a result of our efforts the Agriculture Committee passed H.R. 5151—the Hunger Relief Act. This bill was designed to address, in a responsible manner, the problems our subcommittee heard of and saw in our hearings. I believe we have accomplished this.

As you know the major food assistance program to help needy Americans is the Food Stamp Program and H.R. 5151 makes several changes to that program to make it more responsive and to implement several of the recommendations of the President's Task Force. H.R. 5151—

Increases food stamp benefits;

Ensures that the homeless who are eligible for food stamp benefits can receive aid;

Strengthens work incentives and increases job search activities by giving States broader flexibility to develop effective job programs;

Improves accountability in the food stamp program; and

Authorizes additional funding for State Cooperative Extension Services to expand food, nutrition, and consumer services for low income households, through programs such as EFNEP (Expanded Food and Nutrition Education Program).

Today we will also review the hunger situation internationally. We all know that food aid, development assistance, and food reserves all play vital parts in maintaining world food security. We must improve in all of these areas.

The amount of food available for aid has risen dramatically. According to the USDA food aid in cereals more than doubled from 4 million metric tons in 1973/74 to 9.1 million tons in 1982/83. The difficulties we have encountered in getting food to the needy have often been beyond the control of bilateral or multilateral food agencies. On the whole, we have done a good job, but we do need to focus more on distribution and consumption policies so food will reach the needy.

However, we must keep a proper balance in the use of food aid and other mechanisms to strengthen world food security. We do not want to encourage long-term dependence on food aid in developing nations.

We have some very distinguished witnesses before us and I am looking forward to their testimony.

Thank you, Mr. Chairman.

PREPARED STATEMENT OF JAMES P. GRANT, EXECUTIVE DIRECTOR, UNITED NATIONS CHILDREN'S FUND [UNICEF]

Mr. Chairman,
Members of the Committee:

Thank you for inviting me to contribute today to your review of the Progress and Prospects for Alleviating Hunger. It is especially encouraging to understand that you conceive the mission of your Committee as equally concerned with hunger around the world as within the United States, and have set forth on a programme to assure that these concerns are considered not only within the Congress but also among the body politic of the American people. As your Committee examines these questions, your focus must, of course, give particular attention to those people - children and their mothers - who are usually the hungriest in any society.

UNICEF, as you are aware, is not per se a "hunger" or "food" agency. We are the world organization mandated by the General Assembly of the United Nations to help all countries to consider and to improve the circumstances of their most vulnerable citizens, their children. Obviously, a principal factor affecting children is their nutrition, and the gravest threat to their survival is malnutrition.

An often invisible malnutrition today touches the lives of approximately one quarter of the developing world's young children. For nearly 100 million small girls and boys, it quietly steals away their energy ... it gently restrains their growth ... it gradually lowers their resistance. And in both cause and consequence it is inextricably interlocked with the illnesses and infections which both sharpen, and are sharpened by, malnutrition itself.

Perhaps as many as half of all cases of severe child malnutrition, for example, are precipitated not primarily by the lack of food but by intestinal parasites, fever and infection - especially diarrhoeal infection - which depress the appetite, burn the energy, and drain away the body-weight of the child.

That malnutrition clearly represents one of the greatest threats to the health and stability of not only today's world, but also tomorrow's. Hence, Mr. Chairman, I come before you today not to report on UNICEF's work, but to bring you two messages and two appeals in behalf of all the world's children.

The first message is that the global economic recession, of which we are all too aware, has its greatest impact on those least able to defend themselves: on the poor, and among the poor particularly on children and mothers. Not only do the poor become poorer during economic bad times - and the vulnerable more vulnerable, but the "safety nets" which society sometimes provides often prove vulnerable themselves ... and the poor fall through, particularly in the lower income countries where no social security systems exist.

And therefore the first appeal is: don't let that happen. In times of urgent crisis - like the sinking of a ship - no one questions the principle of "women and children first" into the lifeboats. Yet the impact of global recession which today affects a majority of the world's children in the poorer countries is no less urgent or critical. We need to reverse the "mothers and children last" response that all too often is the result of the policies of many governments, albeit usually unintended, to a policy response of "mothers and children first".

My second message is that despite all the disheartening news which screams from each day's front pages, there is cause - not certainty, but cause - for hope and optimism. There is, in fact, a possibility of a virtual revolution against child malnutrition which could save the lives of half of the 40,000 small children who now die each day. This possibility, which we have called a "Child Survival and Development Revolution", could be as momentous for children in the decade ahead as was the Green Revolution for increasing grain production in many countries in the decade from the late 1960s.

And my second appeal is that the United States of America will sustain and intensify its historic commitment to assuring the health of tomorrow's world by investing in today's, and exert its leadership - moral, political, research, media and financial - to make that Child Revolution a reality.

Children in growing peril

Progress towards preserving the lives of our children is now actually slowing after four decades of historically unprecedented improvement which witnessed more progress for children as a whole than the preceding 2,000 years. Between the end of World War II and the late 1970s, for example, child death rates in the low-income countries were reduced by nearly half. But in recent years, that progress has not been maintained. For children in many localities in the developing countries, particularly in Africa and in the poorest urban neighbourhoods of Asia and Latin America, the quality of life has actually begun to fall as the economic foothold of their parents crumbles.

Mr. Chairman, it is no news to any Member of Congress that these have been difficult times. The economic recession which has meant unemployment, budget constrictions, and unrealized dreams for millions of Americans has not been unique to this country. Indeed, the trauma which Americans suffered is but a pale shadow of the tragedy which has afflicted hundreds of millions of the world's poorest people. And whenever people suffer, children suffer most.

While we are relieved that economic conditions in this country have begun to improve, that is not the case for scores of millions of families in poor countries throughout the world.

In times like these, it is of course not surprising that the assistance which governments are able to extend to the more vulnerable is reduced. The tragedy is that it is in times like these that assistance is most needed - with direct consequences not only on how vulnerable people fare through these times, but also on the contribution which they will be able to make, or the burden which they will represent, in future times. Constrictions in economies and government services not only reduce support to the poor, but also reduce the capacity of the poor to fend for themselves. As the earning power of the poor declines, so do health and nutrition.

When hard pressed, societies too often conclude that they must focus on helping those who are adversely affected by the economy, but are still "within reach" of viability, by abandoning those who are beyond that immediate reach. In effect, as I suggested earlier, this usually means "mothers and children last" into the lifeboats.

The tragedy in this, which must invariably return to haunt us for years and generations to come, is that in abandoning poor mothers and poor children, a society not only condemns far too many children to death, but also condemns itself to a cruel and costly cycle of weakness, ill-health, and permanent disability for too many more children who will suffer, but not die, from the malnutrition and diseases which are the fate of the abandoned poor.

Every year more than 15 million infants and young children die largely needless deaths from the consequences of poverty and malnutrition. In the eight seconds it took me to read that sentence, four children died.

Today, several hundred million children are disabled, and hundreds millions more will never quite achieve the level of health, strength, mental ability, and potential which might otherwise have been theirs had they had sufficient and proper nutrition, sanitation, early childhood stimulation, education, and medical care in their formative infant and childhood years.

Is there no hope for further significant progress in reducing the unconscionable daily toll of 40,000 small children dying and another 40,000 crippled? Are many of the world's poor children doomed in the 1980s to ever-decreasing chances for a life worth living? Are we helpless to reverse these trends?

No, not at all. As has happened so often in human history (as evidenced by the New Deal social legislation in the 1930s and the Marshall Plan in the late 1940s), the deepening of the present crisis is now being matched by the arising of new opportunities on an equal if not greater scale.

It is clear that for a majority of countries, particularly in the developing world, the next five to ten years are not going to bring back the rapid economic growth rates of the 1960s or 1970s. It is also clear that we can no longer count on the levels of official governmental assistance from donor countries which strengthened poorer country resources for development in the past decades. It is therefore evident that if human progress is to continue, we are going to have to find ways in both the industrial and the developing countries to accomplish much more out of the limited resources now available, or, at best, with just a little bit more.

But are there possibilities? Yes!

We are all aware of some of the many accomplishments in the field of energy conservation. Millions of automobile owners drive cars today that achieve 50 to 100 per cent better mileage than those they drove 10 years ago. I now live in a passive solar heated house in Manhattan.

More relevant to our topic today is a point made one year ago by the Director of the Centers for Disease Control in Atlanta that the average American male, aged 50, can expect to live six years longer than his predecessor of the year 1900 as a result of the medical advances that have occurred in these past eight decades. The cost of achieving that extended lifespan exceeds $100 billion annually. But there are four simple measures that an average American male can follow at no additional cost that would add eleven years to his life. First: eliminate smoking. (Smoking takes 1,000 lives prematurely each day in the United States.) Second: moderate alcohol consumption. Third: exercise. And fourth: follow a moderate diet. Four simple, largely cost-less steps to add 11 years to life!

New hope in dark times

A year and a half ago, UNICEF proposed that mothers and children need not be abandoned, even in difficult times. We articulated a message of hope - even at low cost - for those hundreds of millions of children ... and for their families ... and for their countries which must ultimately turn to them as their most valuable resource for development and progress.

In December 1982, UNICEF cited a series of recent advances in both biological science and social organization which have the potential for protecting the health and lives of millions of children who would otherwise fall victim to the ravages of malnutrition, infection, and ignorance; and which would, in due course, help to slow population growth as well.

Within a decade, low-cost advances could be saving the lives of 20,000 children each day and preventing the crippling of another 20,000 each day. It is not the possibility of this kind of progress that is now in question. It is its priority: among Governments, among international assistance sources and networks, and, particularly in developing countries, within social organizations and movements, and, of course, in local communities themselves.

A serious commitment to achieving that revolutionary improvement by national and community leaders and by Governments could yet re-accelerate progress to historically unprecedented levels for the world's children ... reduce child malnutrition sharply ... cut child deaths and disabilities by at least half before the end of the 1990s ... and slow the rate of population growth. In short, there is new hope in dark times.

The most important of the low-cost scientific breakthroughs are described in UNICEF's annual message on The State of the World's Children. As you already know, the most dramatic is a simple oral rehydration home treatment for the world's largest killer of children - the loss of body fluids from the diarrhoea associated with cholera and other diseases - which takes a toll of 5 million children annually from largely poor families and contributes to the malnutrition of millions of others. Approximately half of the more than 30,000 small children who die each year in Haiti, for example, die of this cause. Described in 1978 as "potentially the most important medical advance of this century" by Britain's world-renowned Lancet, oral rehydration - a remedy costing only pennies - still remains virtually unknown in hundreds of millions of households which need it most. It is not yet used or promoted in the majority of the world's hospitals and clinics - including those in the industrial countries - which still rely on relatively expensive intravenous treatment requiring the use of medical personnel and health facilities not readily accessible to the majority of families in need. A 10-cent packet consisting essentially of glucose (sugar) and salt, mixed with water, replenishes fluids that a child needs to stay alive long enough for his body to fight the diarrhoea-causing organism.

The second element of the children's health revolution is the increasing feasibility of immunizing all children against measles, diphtheria, tetanus, whooping cough, poliomyelitis, and tuberculosis, which take the lives of an additional 5 million children annually. Technological improvements have reduced the heat sensitivity of vaccines, making them more portable, with a longer life and cheaper, thus making tremendous advances in universal child immunization possible. Vaccines to provide life-long immunization against all six diseases now have a total cost of well under $1.00. The eradication of smallpox - that historic scourge - in the late 1970s, after only a decade-long campaign and at the cost of less than one B-1 bomber, is a dramatic indication of what is now becoming possible if the world makes the effort.

The third low-cost opportunity to significantly accelerate progress in the nutrition and survival of infants is the campaign - led principally by WHO, UNICEF, and many private organizations - to promote breast-feeding, which is the best food for any baby in any society. Breast-feeding is the one technique available to almost all mothers to avoid infant health problems. Its advantages include nutrition, hygiene, immunological qualities, and non-cost. The premature shift away from breast- to bottle-feeding in the urban slums of the Third World - just as the reverse trend back toward breast-feeding is seizing the industrial countries - results in the deaths of scores of thousands of children in families which have neither the income for, nor the knowledge of, or access to, the sanitation and immunizations required to safely use breast-milk substitutes.

The fourth technique is the use of simple growth charts by parents for nutritional surveillance to increase their awareness, on a regular basis, of the child's growth progress, and to offer warning of the child's all-too-often invisible malnutrition. Growth charts kept by mothers in their own homes and used to register monthly village weighings are a stimulus and guide to the proper feeding of the pre-school child. Consistent under-nutrition, successive infections, and bouts of diarrhoeal disease can all hold back a child's growth over weeks and months in a subtle way that usually passes unnoticed by the parent until the malnutrition is acute. But it will not pass unnoticed by the chart. Once a mother is made aware early that her child is malnourished, experience shows that in one-third to one-half the cases the mother can correct the malnutrition herself, by fighting for more food for the child from the family table or changing the weaning-food mix. But her success depends on being alerted early to the malnutrition through such means as growth charts.

None of these measures - growth surveillance, oral rehydration therapy, breast-feeding and better weaning, and universal immunization - is completely new. They have for years been integral parts of many health programmes. In many ways, however, either the technology by which they are applied is recently enhanced, as with oral rehydration and more heat-stable vaccines for immunizations, or our appreciation of their value is newly strengthened by recent research findings, as with breast-feeding and growth surveillance.

Improved organization and communication

You may ask why it is that the great majority of mothers are not aware of the life-saving oral rehydration therapy, and why even many of the mothers who are aware do not use it. You may similarly ask why no more than 25 per cent of the children in developing countries are immunized against all six of these easily preventable diseases, including many who live only a few hundred meters from a health center. The primary reasons are two. First, health personnel and facilities are often distant. Second, and more important, families do not understand, or are not sufficiently aware of the values and importance of growth monitoring, oral rehydration, breast-feeding and good weaning practices, and immunization.

Closing this gap is the relevance of two additional factors which are distinctly new in recent years - and highly significant in terms of the potential use of these techniques for saving children's lives. These factors are an idea and a circumstance.

The idea concerns basic services and Primary Health Care - with their emphasis not on hospitals and doctors but on community participation, multisectoral approaches, self-reliance, prevention, basic education, cost-effectiveness, and the use of paraprofessionals and appropriate technologies - and the certification of their legitimacy and sensibleness by the international community. This was particularly articulated at the Alma Ata conference on Primary Health Care in 1978, and continues to be vigorously stressed by the World Health Organization and ourselves. The growing acceptance by health care professionals, governmental health authorities and leading non-governmental organizations in most countries is a keystone to this new potential.

The new circumstance is the dramatic increase in recent years - largely as a by-product of the historically unprecedented developmental progress of the past three decades - in social organization and in the capacity to reach a far greater number of low-income people. This is exemplified not only by the multi-fold expansion of health clinics and the wide-scale training of millions of health auxiliaries since the late 1970s, but also by the tremendous growth in the number of private, religious and governmentally sponsored organizations reaching low-income families, particularly those involving women; the dramatic increase in literacy, including most notably among young mothers; the phenomenal spread of other communication media, especially the ubiquitous transistor radios now owned by one out of every two families in developing countries; and the remarkable commercial outreach for distributing manufactured essentials such as matches, batteries and bottled drinks, which now reach virtually every village and hamlet in the world. This evolving network of social and administrative infrastructure, reaching right into and involving the village level, provides countries with dramatic new potential for spreading knowledge and increasing awareness among the poorest in their societies. The importance of there being several complimentary channels of communication cannot be over-stressed. As any commercial marketer knows, the hearer of a new idea, whether it be the better taste of a new soft drink, the use of oral rehydration therapy or the importance of immunization will normally act on it only after hearing the information several times, and preferably through several different channels.

This three-way combination - the improved techniques and technologies; the increased acceptance of the basic services and primary health care approaches; and the new capacity of social organizations for reaching and communicating with low-income families - could save a high proportion - one half or more - of the children now dying and being disabled and improve the health of hundreds of millions more if - and I repeat, if - national and international leaderships will give high priority to responding to these new low-cost care opportunities through all available channels.

Child survival and population growth

A question that many people, most of them thoughtful, humane, considerate individuals in public life and in the media, have asked is whether preventing the deaths of 15 million children who now die each year from preventible causes would not exaccerbate the population explosion which some countries are experiencing.

Fortunately, history has shown, in the era since World War II, that after overall death rates have fallen to around 14-15 per 1,000 people - the approximate level being reached by low-income countries generally and by India already - then each further fall of one point in the death rate has usually been accompanied by an even larger fall in the birth rate than in the death rate. The linkage between falling child death rates and falling birth rates is particularly close when the fall in the death rate has been as a result of family involvement in programmes such as those which I have described. These increase the confidence in millions of families that they themselves can protect the survival of their own children, and that in turn gives them the confidence and will to have small families because they expect their first two or three children to survive.

This empowering of families to take on far greater responsibility for their children's health will result both in a dramatic reduction in child mortality and disablement and will contribute positively towards a significant reduction in birth rates leading to an earlier stabilisation of population growth than is generally thought possible. For when people personally become more aware and confident that their existing children will survive through measures they themselves control (as with oral rehydration), most have more confidence to have fewer births.

Making it happen

As Members of Congress are well aware, the fact that a major improvement in the health and well-being of the world's children can now happen does not automatically mean that it will happen. The challenge ahead is to translate the local successes which show that a child health revolution is a possibility into intensive national campaigns which will make the revolution a reality. To do this, all existing human resources and organizations need to mobilize behind this great cause. The barriers to overcome are, first, the lack of awareness among parents, community and opinion leaders - and even most health professionals - about the means now available for saving and nurturing life, and, second, the inertia that frequently holds back action even after awareness develops. These can be overcome with the help and involvement of the myriad social, political, and professional groups which can, on large scale and small, act as channels of support and communication to reach out and help parents to use present knowledge and new techniques to ensure the survival, growth, and development of their children.

The "agents" for promoting knowledge of these techniques must include teachers, lawyers, traders, shopkeepers and employers working through schools and other institutions of learning, churches, mosques and synagogues, trade unions, employer federations - and especially the Rotary Clubs, the Red Cross, the Scouts and other voluntary organizations and networks that exist in every community. They must also include the full range of international development and financial institutions, government programmes, private agencies, free enterprize and even central planning, and, very much, of communities and people - poor people - themselves.

It is the combination of the techniques with mobilizing existing resources and capacities that could save a high proportion of the children's lives now being lost - if the world wants to do so.

Mr. Chairman, I am pleased to report to you that we are now seeing the signs that the world may, indeed, want to do so.

Last December, the Secretary-General of the United Nations was able to report:

> "Evidence accumulates that these and other such simple low-cost interventions are being extended both by governments and community action groups, with the co-operation of the media and other forms of mass communication. Government leaders from a wide range of developing as well as industrialized countries have pledged their support, reinforcing the United Nations' call for urgent and sustained action for children. They have been joined by non-governmental groups such as the League of Red Cross Societies and authoritative professional bodies ... parliamentarians in Asia, Africa, and the Americas, and religious leaders at world level as well as at national and community levels."

The world leaders to whom the Secretary-General referred include as diverse a spectrum as Indira Gandhi, Julius Nyrere, Margaret Thatcher, Olaf Palme, Pierre Mauroy, and His Holiness John Paul II, as well as President Reagan.

UNICEF's 1984 State of the World's Children Report, which members of the Select Committee have before them, documents that evidence from around the world - the successes and the failures, and the lessons to be learned from each - and chronicles the commitments which were made last year by leaders, organizations and institutions.

The signs are still scattered. Many of the pledges are yet to be turned into action. Many of the actions will be valiant attempts but will fall short. And, of course, more campaigns will need to be launched, and more programmes implemented, before a perceptible impact is made in the daily death toll of 40,000 small children. But what has happened is cause for excitement and hope.

Much of this excitement and hope stems from the growing signs that this opportunity - the "Child Survival Revolution" - has rapidly grown so much larger than UNICEF. It is becoming an integral part of the priorities of many multilateral and bilateral development assistance agencies ... of the programmes of non-governmental private voluntary organizations ... of the coverage of information services and communications media ... of the ministries of churches and religious organizations ... and it is gradually taking its rightful place in the commitments governments make to their people, and in the demands people make of their governments.

The Child Survival Revolution is not a "UNICEF" program. UNICEF can articulate its potential to those who will listen, and can help translate ideas into action with the very limited resources which governments and concerned individuals entrust to UNICEF's administration. But in the last analysis, the Children's Fund can only claim to be but one of the many forces which must join together to make this "revolution" real, and give children the chance which they would otherwise not have. Our greatest hope is that these forces will together constitute such a vast multitude that the UNICEF contingent in their midst will be indistinguishable.

That growing multitude now includes many of the obvious participants, like WHO and the United Nations Development Programme and the World Bank and International Development Association. It includes many bilateral assistance agencies - among which the Agency for International Development has taken a leading and exemplary role, and it includes a growing number of international non-governmental voluntary organizations, professional associations, and similar groups like the League of Red Cross Societies, the International Pediatrics Association, the World Scout Conference, Rotary International and the Catholic Church.

As examples of the kind of extraordinary collaboration which is evolving to assure the success of these opportunities, I would like to cite two current developments. The first is the growing commitment of the Catholic Church to involve its local parishes in assuring the extension of these child-saving techniques. In Colombia, for example, the Conference of Bishops has published a guide book for local priests, instructing them to ask prospective brides and grooms, when they come for pre-marital counseling, if they will know how to save their children from dehydration, and will the mother give her children the best nutrition available - mother's milk? And when parents bring their child for baptism, the priest is to ask if the child has been immunized, and will they be monitoring his weight with monthly weighings plotted on a growth chart? All of this stems from the Vatican's declaration that:

> "The entire Catholic aid network...will lend its maximum support to these important simple proposals to improve the health of hundreds of millions of children."

A second example occured earlier this spring, in Bellagio, Italy, as WHO Director-General Halfdan Mahler, World Bank President A.W. Clausen, and I convened a meeting of thirty of the world's leading authorities on health, development assistance, and social action to consider the initiation of a massive thrust to universalize the protection of the world's children through the application of the effective tools now available, and the new and improved methods being rapidly developed by the biotechnology revolution. This meeting, in which Peter McPherson playing a leading role along with the development assistance directors of most other major donor governments, agreed to establish an "International Task Force for Child Survival" to mobilize support and financing for projects, programmes and research in child health, including scientific and economic review of activities. The Task Force's initial focus will be the extension of universal child immunization and the promotion of oral rehydration therapy.

The United States Government, of course, is not uncounted in the ranks of those rallying to this cause. The Congress has already played an important role. Your adoption of the Joint Resolution (S.J. Res. 111) affirming support for a child survival and health revolution as United States policy - was the first legislative endorsement of this opportunity by any national parliament, and greatly strengthens our position in advocating its pursuit among governments, the media, institutions and individuals. The Congress' commitment to this potential was quite convincingly demonstrated last year by the increase which you provided in the United States contribution to UNICEF and UNDP for 1984, and in your insistence upon an allocation of $125 million for the AID Health Account, which tremendously boost the resources available to assist countries in pursuing the Child Survival Revolution and a potentially drastic reduction in infant and child mortality. For this support, I express deepest appreciation.

The Administration has also responded in both promise and practice (with, perhaps, the exception of its request for the IDA VII replenishment). Last year, President Reagan issued a statement terming the daily toll of 40,000 needless young child deaths "a tragedy of global proportions" requiring "a global effort in response". He declared:

> "As President of the United States, I am asking the American people to help bring about a health revolution for children during the coming decade by supporting UNICEF's humanitarian program."

The Agency for International Development invited UNICEF and the World Health Organization (WHO) to join in sponsoring an "International Conference on Oral Rehydration Therapy" which was held here in Washington last June, which brought together health leaders from throughout the world in an invaluable gathering to design and promote strategies on the specific task of making more effective use of oral rehydration therapy in saving children's lives. This was surely the most comprehensive effort yet undertaken to universalize understanding, commitment, and strategies to take advantage of this technique for combatting the single greatest killer of children. The benefits from AID's ICORT conference are only beginning to be realized.

What more must be done?

Obviously, in the final analysis, the battle for the lives of children will be fought in the huts and shanties and houses which are the homes of the world's families. The issue is not whether children can be saved, but whether parents will know that their children can be saved. And will know how to do it.

But getting that message to parents, and putting within their reach the very simple and very inexpensive tools which make child-saving possible, requires a coordinated and vigorous effort by a host of organizations and institutions and governments. The techniques may be simple - the 10 cent packet of ORS ... the cardboard growth chart ... the 50 cent's worth of vaccines ... the poster reminding that "Mother's milk is best!" - but mobilizing those resources and projecting them to families in every village and hamlet and urban slum, is a goal which requires the efforts of virtually any - if not every - sector of society.

What is asked of you?

In addressing that question, Mr. Chairman, I will take the liberty of quoting a former colleague of yours. Jonathan Bingham is now the Vice-Chairman of the United States Committee for UNICEF. When he appeared before the Appropriations Committee two months ago, he made these requests:

> "First, keep up the pressure. Perhaps this Committee can report to the House its expectation of full United States support for the Child Survival Revolution, not only through the U.S. contribution to UNICEF, but also in participation in other international agencies, in the World Bank and IDA, and through AID's programs.
>
> "Also, many of you on this Committee may also sit in other Committees which are of relevance to child survival and development - both internationally and here at home. Ask what's really happening in a particular region - in Africa, in Asia, in the Americas - to protect the lives of children. Ask what the United States representatives in the World Bank, the Inter-American Development Bank, and African Development Bank, and the Asian Development Bank are voting for when they approve loans and programs in their countries. Ask what AID is doing specifically. Ask what the child health and child survival component of those programs is. And when proposals come before your subcommittees for multi-billion dollar crusades to save regions, ask how much of that money will go toward what the Washington Post called "The Billion Dollar Bargain" of saving children's lives - and saving the most important security resource those countries have to protect and to stabilize their societies. And if not much is being done, legislate that it be done. In other Committees you have the opportunity to review the funding of a wide range of domestic health programs. Universal immunization and the protection of breastfeeding are as important to American babies as they are to babies in Bolivia or Benin or Burma. Dangerous reliance on intravenous rehydration wastes more money and more hospital beds in this country than in any developing country - if not than in all developing countries put together. Ask what's being done - or what's being cut back on - to protect American babies from the same scourges which afflict their cousins in other countries.
>
> "Second, keep up the resources. The $52.5 million which the Congress provided for the United States contribution to UNICEF for 1984 was a healthy step toward our country's "fair share" for UNICEF. But despite

the fact that UNICEF is the agency most frequently cited by Ambassador Kirkpatrick, by the Administration, by the Heritage Foundation, and by tens of millions of Americans as 'the United Nations agency most completely consistent with America's ideals and goals' and as perhaps the best-run, most efficient and effective international agency - despite all this, UNICEF and UNDP remain the two major United Nations agencies to which the United States contributes well below its 25 per cent "fair share". I hope that as foreign assistance moves through the legislative process, you will help see to it that the Congress continues to move toward correcting this deficiency. The U.S. Committee for UNICEF urges that the U.S. contribution to UNICEF, UNDP and the World Bank's International Development Association be strengthened to assure their capacities to pursue these opportunities.

"Earlier this year, several Members of Congress proposed establishment of a special account for additional funding for UNICEF to further advance the Child Survival Revolution, over and above the regular contribution. With the U.S. Committee for UNICEF's encouragement, however, the Committee on Foreign Affairs and the Committee on Foreign Relations have included in their foreign assistance authorization bills a proposal for a $25 million "Child Survival Fund", within AID's Health Account, to provide flexible resources to support child health and survival initiatives by PVOs, international agencies, and AID - not a fund limited to UNICEF or any other single agency."

Mr. Chairman, with the commitment to the child health revolution which its potential surely deserves, it is clear that progress for children could again accelerate. Without that increased commitment, the present slow-down of progress will continue and the United Nations' target of halving the infant death rate in low-income countries by the year 2000 to 50 or less per 1,000 births - with all that such an achievement would imply (it is the level reached by the United States only in 1940) for the nutrition and health of the world's children - will be quietly abandoned. That need not occur. Despite the terrible economic conditions that continue to afflict many countries and the lives of millions of people, children still have a chance. That chance is not just to survive, but to grow in health as productive, self-reliant human beings by avoiding the malnutrition and complications which unnecessarily waste too many millions of lives.

That chance does not exist solely because of what this Congress and the United States Government and people have done or can do. But I have little hesitation in saying that without what you have done and will do this year and in the years ahead, that chance would quickly diminish to a tragic waste of human lives and a cruel burden on tomorrow's world.

WORLD HUNGER INFORMATION CENTER
An Activity of ACVAFS/PAID, INC.*

THE WORLD HUNGER INFORMATION CENTER

The Voluntary organizations contributing to the World Hunger Information Center come together in recognition of chronic hunger and malnutrition as one of the most pressing humanitarian concerns of our times. This is not a new concern. Ten years ago, 130 pledged that "within a decade no child will go hungry, that no family will fear for its next day's bread, and that no human being's future and capacities will be stunted by malnutrition." Survey research has shown that the American people strongly support this objective as a fundamental element of our foreign policy. But the elimination of Third World hunger has been elusive.

Globally, and in developing countries generally, there has been some progress made in increasing food availability since 1974. But this progress masks the considerable variation in availability both between nations and seasonally within nations. In Africa, food availability (per capita) has actually been declining for nearly twenty years.

The causes of chronic hunger and malnutrition are complex, but are inextricably linked to poverty. In most cases, we know that hunger is more a problem of purchasing power than agricultural production, and we have learned that long-term development can offer the only lasting solution.

The sponsors of the World Hunger Information Center represent a sample of what the PVO community as a whole is doing to end hunger through development. We ask you to reflect on the work of the organizations described in the following section, and on the great challenge ahead. It is often said that the problem of world hunger is one of political will, since we have the resources to bring about a lasting solution. It is for this reason that we believe a World Hunger Information Center at the national Democratic and Republican Conventions is needed.

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*THE AMERICAN COUNCIL OF VOLUNTARY AGENCIES FOR FOREIGN SERVICE, INC./PRIVATE AGENCIES IN INTERNATIONAL DEVELOPMENT (ACVAFS/PAID) is a consortium of 131 private voluntary organizations that are engaged in international development and relief to enable them to work together on issues of common concern, as well as to communicate and cooperate more effectively with the private and public sectors. The major areas of focus include: development assistance, development education, material resources, migration and refugee affairs, private funding, and public policy/federal relations.

Official U.S. foreign aid is vital to the interests of the United States. It serves to promote several important foreign policy goals, one of which is economic growth with equity among Third World nations. But physically and psychologically removed bureaucracies are frequently unable to meet the needs of the poor. Even when appropriate government services are available, they may be more costly than private initiatives. Private and voluntary organizations (PVOs) offer another channel and approach.

U.S. private voluntary organizations embody the American spirit of self-help assistance, promoting lasting improvement of physical, economic and social conditions of those at the apex of need. In the process, we are committed to the full and meaningful participation of the rural and urban poor, for our experience has shown that only with their participation is aid most effective.

In general, the size of our projects is small when compared with government programs. But the total is truly impressive. We estimate that American PVOs alone now expend more than $1.5 billion annually overseas. This is roughly equivalent to the total U.S. government's bilateral development assistance budget.

Our projects are carefully designed and targeted to address the felt needs of people. They are less costly than those of the government agencies because of our salary and overhead structure, and the volunteer nature of many of our organizations. Most important, the lighter bureaucracy enables PVOs to develop excellent projects more quickly, ones which are also more innovative and experimental in design. Often they serve as demonstration projects for the governments and bilateral and multilateral donors.

The voluntary organizations working overseas are a numerous and diverse group, responsive to both the American public's perceptions of development issues and to the scope of the issues themselves. Their diversity provides a tremendous choice for charitable contributions, among, for instance, both secular organizations and those which are religiously affiliated. Also, others focus on longer-term development problems. PVOs work in agricultural development, health and population planning, education and training, energy and renewable resources projects, science and technology, and humanitarian and refugee assistance overseas. It is no wonder that the Foreign Assistance Act declares that it is the policy of the United States to encourage the expansion of PVOs working overseas, providing public assistance as necessary, without jeopardizing the private and independent nature of our organizations.

WORLD HUNGER INFORMATION CENTER SPONSORS

AFRICARE

AFRICARE is a private, nonprofit organization dedicated to improving the quality of life in rural Africa. Since its establishment in 1971, AFRICARE has worked in over 20 African nations in all major regions of the continent. AFRICARE fights hunger and malnutrition with the realization that these are results of other factors, problems in themselves and causes of still more problems. AFRICARE helps rural African farmers grow more food by supplying start-up supplies, by training, and by helping them organize into cooperatives for credit and efficient production, by improving rural farm-to-market roads, by enhancing the water supply, by improving health treatments and prevention measures. AFRICARE helps rural Africans in many other ways, as well. The key is breaking the cycle of problems. The key is developing self-reliance to the point where rural Africans themselves can address all factors related to hunger.

American Friends Service Committee

The American Friends Service Committee believes that the world's hunger problem is in reality the world's poverty problem. AFSC programs therefore concentrate on issues of development, justice, and right sharing of resources, while also responding to emergency situations.

Programs Abroad: The AFSC has created three emergency funds to render quick assistance: The Africa Hunger Fund, The Brazil Hunger Fund, and the Central America Assistance Fund. Food production is promoted through grants, technical assistance, and work with rural farmers in Mali, Somalia, Lebanon, Laos, Zimbabwe, Chile, Mexico, and Kampuchea. Skills training for refugees is undertaken in Honduras, Nicaragua, Lebanon and Thailand, with special focus on training of women in Chile, Mali, Guinea-Bissau and Zimbabwe. Water conservation and irrigation programs are supported in Somalia, Mali and Laos.

In the U.S.: AFSC believes that income, work, food and shelter are matters of right for all people. AFSC assists the efforts of powerless groups to affect the ways in which government and the public respond to their needs and objectives. Through its ten regional offices AFSC undertakes: (1) promotion of consumer and marketing cooperatives; (2) employment opportunities for youth, minorities, and women; (3) education and action against "workfare"; (4) community-based economic development; (5) the Economic Rights Analysis Project, and (6) dissemination of information on federal policies, civil rights, and workplace protections.

CARE

CARE is a private, non-profit and non-sectarian organization founded in 1945 to meet the relief needs of war-torn Europe. The first "CARE Packages" arrived in France within months of D-Day. Today CARE has a very different "package" of services. During its 38 years, CARE has distributed over $2.8 billion worth of food (mostly U.S. Government) to needy people in 65 countries. Most has gone to nutritionally high-risk groups - pregnant and nursing women and infants. But CARE food also reaches school children (improving their attendance and learning), refugees on three continents, and millions of poor, unemployed workers (and their families) through food-for-work projects that help build rural infrastructures. CARE's search for durable solutions to end hunger and malnutrition does not end with these food for development projects. Food projects are in only about half of CARE's overseas missions. Throughout the developing world the new CARE package is synonymous with agricultural production, reforestation and community wood lots, education and training, public health, nutrition, water and sanitation, low-cost housing, small industries, community improvement and women's projects.

Catholic Relief Services

Catholic Relief Services is the official overseas relief development agency of the American Catholic community. Founded in 1943, CRS has grown to become the largest U.S. private voluntary agency working abroad, with programs in more than 60 countries, providing assistance to over fourteen million people. The aims and approach of CRS are humanitarian, ecumenical and apolitical. Need is the central criterion in all CRS activities and the assistance it provides is given without regard to race or creed. CRS has long been involved in distributing foodstuffs to the world's hungry. In food assistance activities, CRS places major emphasis on improving or sustaining the nutritional status of the people it assists, in particular focusing on the family unit and on mother and child nutrition programs. At the same time, CRS seeks to address the root causes of hunger and poverty through educational, health and self-help programs designed to help those in need to help themselves. For some forty years CRS has been working at the grassroots among the world's poorest peoples in the struggle against world hunger, and CRS will be there as long as the need persists.

Christian Children's Fund, Inc.

Christian Children's Fund is a child care organization providing individually sponsored assistance to more than 361,000 children in twenty countries. Its community-based programs attack malnutrition not only by providing nourishing meals to afflicted children, but by offering training in nutrition to parents and encouraging improved agriculture. CCF's sponsored children also benefit through medical care and education; 80% of CCF's income is dedicated to child care programs abroad and in the USA. Some $2 million is raised annually for CCF's "Hope for the Hungry" program.

Church World Service

Church World Service works with people in 90 countries seeking to encourage food production, to develop sources of clean water and to improve the general quality of life especially among the poor in the developing world. In response to critical food needs worldwide, Church World Service has issued a $6.5 million appeal for the Global Food Crisis, to be used to create long-term, emergency assistance within a strategy of long-term self-help development that encourages people to address the causes of hunger through local food production, improved agricultural practices, more nutritious diets, better stewardship of natural resources and the implementation of public health practices that improve the general quality of life. Through these efforts, people are assisted to devise lasting solutions to the problem of hunger. Church World Service is the relief and development arm of 31 sponsoring religious communions who cooperate in overseas service through the division of overseas ministries of the National Council of the Churches of Jesus Christ in the U.S.A.

The Cooperative League of the U.S.A.

Founded in 1916, The Cooperative League of the U.S.A. is a national membership and trade association representing American's cooperative business community. The League serves as a chamber of commerce for cooperative businesses, representing the unique and mutual needs of the various industries. The League's many programs include providing technical assistance to cooperatives and their members about development overseas; promoting legislation and regulation in support of development programs; and promoting trade and commercial relations between cooperatives including those in less developed countries. The League is headquartered in Washington, D.C. A second office has been located in New Delhi, India since 1955. International development project offices are maintained in various countries around the world to support specific programs. The League has played a leading role in using P.L. 480 commodities, and additionally, in monetizing these commodities for development programs. Closely related to the Cooperative League is the Cooperative League Fund, a non-profit foundation which receives tax deductible contributions from individuals and institutions to support cooperative development in the U.S. and abroad.

End Hunger Network

The End Hunger Network is an alliance of 75 private voluntary organizations committed to ending hunger as a basic issue in the world by the year 2000. Its purpose is to use mass media, celebrity talent and a broadly-based network of organizations to encourage the development of a world-wide constituency for ending hunger in this century. Its goals are to educate about hunger, to create awareness, resources and volunteer support for organizations involved in ending hunger, to be a catalyst for combined community action around the issue, and to provide opportunities for individuals committed to the end of hunger to work skillfully toward that end.

Its primary program is a series of television special events about hunger called the End Hunger Televents. Focused on development education and characterized by broadly-based community action and involvement, the End Hunger Televents educate about the issue to highlight the accomplishments of individuals, organizations and communities all over the world that are making the end of hunger a reality.

Helen Keller, International

Helen Keller, International is an active participant in the fight against world hunger, since blindness is the most devastating and widespread affliction for children who survive malnutrition. Nutritional blindness (xerophthalmia) is the leading cause of vision loss among young children. Five to ten million youngsters under 6 years of age are at risk each year in developing countries and at least 500,000 lose their sight because of hunger and lack of vitamin A required for the healthy development of the eye. HKI's hunger related programs include distribution of massive-dose vitamin A capsules twice each year to children at risk, nutrition education in clinics, schools and villages, and promotion of kitchen gardens. A pilot project in food fortification will begin later this year.

The Hunger Project

The Hunger Project works throughout the world to inform and educate people about world hunger in a way that supports them in participating effectively in its solutions. Humanity now possesses the resources, technology and know-how to end hunger. The key ingredient missing is the will to act on that ability, to actually bring hunger to an end. The work of The Hunger Project is to generate that will, that global commitment to eliminate the persistence of hunger and starvation by the end of this century. This work is done through one-to-one conversation; small group meetings, educational briefings; educational materials such as pamphlets and documentary films; and interviews and announcements on radio, television and in newspapers. In addition, The Hunger Project publishes A Shift in the Wind, the world's largest-circulation publication on hunger, World Development Forum, a semi-monthly newsletter and The Hunger Project Papers.

Impact on Hunger

Impact on Hunger's purpose is to generate information, in-depth education and action towards meeting the challenge of domestic and global hunger and poverty. The objective of all Impact programs is to motivate public actions which contribute to the agency's purpose. An example of Impact's multi-faceted approach of "Education for Action" is its school program, a comprehensive interdisciplinary K-12 curriculum which informs students in depth on the various aspects of the hunger issue, and leads them to the creation of projects impacting on hunger in their own community or elsewhere in the world.

Meals for Millions/Freedom From Hunger Foundation

Meals for Millions/Freedom From Hunger Foundation addresses problems of hunger and malnutrition through an "Applied Nutrition Program" approach. These are long-range, comprehensive, inter-related training and technical assistance programs designed to improve the health and nutrition of entire communities, with special attention to children up to 5 years of age and pregnant and lactating mothers. Meals for Millions' programs overseas are directed by nationals of those countries. MFM acts as a catalyst in coordinating with local agencies and involving residents of target communities in all aspects of improving health and nutrition. Although every MFM program is an Applied Nutrition Program, no two are alike. Currently, MFM operates programs in Antigua, Honduras, Ecuador, Sierra Leone, Kenya, Nepal, Thailand and the Southwest U.S.

Overseas Development Council

Food and agricultural issues are important components of several of the policy-oriented studies and information programs that the Overseas Development Council undertakes in its efforts to contribute to a new development agenda. The food crisis in Africa, agrarian reform in Central America, the activities of the World Food Council, and U.S. participation in IFAD are topics that have been, or soon will be, addressed in seminars hosted by the Council. These discussions, which function as a forum for the exchange of ideas and a resource for public education, are attended by decision makers from the public and private sectors, as well as the press. As part of its outreach program, ODC has released publications addressing issues of world hunger, U.S. food policy and food security for developing countries. In addition, the Council's regional programs, which focus on U.S relations with Africa, Mexico, and Central America, periodically highlight food issues that are relevant to the regions through seminars and publications.

Oxfam America

Oxfam America funds self-help development projects and disaster relief overseas, and develops educational programs for Americans on issues of development and hunger. They fund more than 150 projects in 30 countries in Asia, Africa, and Latin America. Their money supports small projects that reach into villages and rural areas where local grassroots groups are working to increase their own food production and economic self-reliance.

Save the Children Federation

Save the Children, a nonsectarian, nonprofit U.S. agency founded in 1982, is dedicated to improving the quality of life and defending the rights of children in impoverished communities around the world. By emphasizing self-help and self-reliance, Save the Children, financed largely from private resources, seeks to improve the economic, social, health, and nutritional conditions for hundreds of thousands of families in 37 countries, including the U.S. Because malnutrition is a chief cause of infant and child mortality, the agency, in addition to its other accounts, is working in a variety of ways to alleviate the causes of malnutrition including: community, kitchen and school gardens; training in agriculture, nutrition and food processing; and when needed, emergency assistance. In 1983, in recognition of its work, especially in war-torn Lebanon, Save the Children was honored with the first Presidential award for outstanding contributions to eliminate world hunger.

O.E.F. International

OEF believes that the American people must have an opportunity to learn about the role of women in food production in order to participate more effectively in efforts to eliminate global hunger. Development education about Third World women is particularly important and timely with the approaching 1985 World Conference on the End of the Decade for Women to be held in Nairobi. The goals of the OEF project, "Women in World Hunger: The Role of Women in Food Production," which is currently beginning its third year of funding from the Agency for International Development, are: to increase U.S. public awareness of the political, economic, technical, and social factors relating to hunger and poverty, particularly the roles that women play in food production; to promote humanitarian values; and to stimulate individual and community action aimed at eliminating the root causes of world hunger and poverty. OEF will accomplish this through varied activities targeted to U.S. audiences. The objectives of this year's project include: 1) to develop new written and visual educational materials on the project theme, particularly related to the Decade Conference in Nairobi; 2) to experiment with innovative educational technologies, specifically video presentations and teleconferencing; 3) to expand the program to two new sites: Iowa and Connecticut (programs have previously been held in California, Arizona and Colorado); 4) to test the model of a statewide program; 5) to involve a new constituency: rural women; 6) to increase the participation of minority women; and 7) to consolidate and institutionalize OEF's earlier efforts in development education, particularly in California.

Technoserve

Technoserve is an international nonprofit organization which, for the past 16 years, has been teaching people how to improve their living conditions through small enterprises. These "community-based enterprises" provide jobs and lasting benefits for those who participate, as well as for many who do not. The income generated enables people to sustain themselves in the market economy or to enter it for the first time, and thus serves to stimulate the entire local economy. Technoserve works mostly with agricultural enterprises, because they believe that most of the problems of the developing countries are economic in origin and that their solutions must also be of an economic nature. For this reason, Technoserve professionals in El Salvador train farmers to run newly-formed agriculturual cooperatives, created under the land reform program; agronomists in Zaire teach women how to increase their productivity. Technoserve provides the kind of foreign aid that cannot be misappropriated: the know-how and compassion of the hundred people on its worldwide staff.

U.S. Committee on UNICEF

Every day forty thousand children die needlessly from malnutrition and preventable diseases, and thousands more are left disabled. The United States is one of 33 national committees, whose responsibility is to be advocates for children everywhere, and to raise funds for UNICEF-assisted projects that directly improve children's lives and futures. In this regard, the U.S. Committee is committed to building support for what UNICEF calls "The Child Survival Revolution." Its major components are known by the acronym GOBI: 'G' for growth monitoring to detect hidden malnutrition; 'O' for oral rehydration therapy to treat serious dehydration from chronic or severe diarrhea; 'B' for breast feeding, the best food for babies in any society; 'I' for universal immunization against the six leading childhood diseases. Together, these strategies can save millions of children's lives, and prevent disabilities of millions more.

World Relief

World Relief helps hungry people facing emergency food crises and, at the same time, assists the poor caught in an unending cycle of malnutrition. As the relief, development and refugee service arm of the National Association of Evangelicals, World Relief combats hunger on both emergency and long-term fronts. World Relief currently supplies food to victims of disaster in Ethiopia, Mali, Upper Volta, Senegal, Ghana, Thailand, and the Philippines. Drought and famine victims are not the only ones malnourished: the poor constantly struggle to feed their families. World Relief initiates development programs to enable poverty-stricken people to grow their own food or to market products so their incomes can provide an adequate diet for their families.

World Vision

With nearly 3,000 projects in more than 70 Third World nations, World Vision will directly assist an estimated 14 million women and children in their struggle against malnutrition, disease and poverty in 1984. Assistance is offered in the form of emergency relief, long-range self-reliance training/community development, direct childcare, and Christian counseling. As a non-denominational, apolitical, privately funded organization, World Vision's objective is to channel at least $200 million in relief and development aid to the world's developing nations in the next 24 months. A majority of these funds will be spent on the Africa continent, where drought and famine currently threaten the lives of an estimated 150 million people.

PREPARED STATEMENT BY SENATOR PATRICK LEAHY, A U.S. SENATOR FROM THE STATE OF VERMONT

Mr. Chairman, I am delighted to be here this morning for this hearing, the first ever of the House Select Committee on Hunger. Your work will prove valuable not only to members of Congress, but also to the American people. This Committee will bring needed attention to the plight of millions of people both in this country and abroad for whom the daily struggle of life is centered on getting enough food to eat.

It is sometimes difficult for people in this country, blessed as we are with a tremendous agricultural bounty, to fully grasp the severity of the problems of hunger and malnutrition plaguing parts of the world and parts of our own country.

Mr. Chairman, as a member of the President's Select Commission on World Hunger in 1980 and ranking minority member of the Senate Agriculture Subcommittee on Nutrition, I have learned much about this important issue.

And from this experience, I am here to say that notwithstanding the callous and insensitive remarks of a Presidential Counselor, hunger in America is real, hunger in the world is severe, and we in Congress must redouble our efforts to solve this problem.

I say we here in Congress because this Administration, unlike others before it, chooses not to display any kind of leadership on these most important issues.

Instead, the American people are subjected to glib comments about the character of hungry people in this country, while billions are cut from food assistance programs.

They are witness to the appalling spectacle of an Administration which tried to hold desperately needed food aid for WIC, child nutrition, and Africa, hostage to funds for a not-so-secret war in Central America.

Mr. Chairman, let me for a moment review some of the statistics on hunger. The numbers speak for themselves.

Approximately 500 million people in the world do not get enough good to eat every day.

One in nine suffers from severe, systematic malnutriton.

In many countries, the majority afflicted are children.

Here at home, 1,000,000 fewer children now receive school lunches. More than 250,000 no longer get school breakfasts. Some 2,000 schools no longer serve either meal.

The Center on Budget and Policy Priorities found that more than half of the emergency food programs they contacted were experiencing increases of 50% or more in people seeking help.

In my own state of Vermont, the Central Vermont Community Action Agency fed 250% more families in 1983 than it did in 1982. The Addison County Community Action Agency fed 1,750 families in 1983, compared with 500 in 1980.

This is fact, Mr. Chairman, not fiction.

This is truth, not anecdote.

And I can assure you that those people seeking emergency food aid are not there because "...the food is free...and that's easier than paying for it," as Presidential Counselor Edwin Meese said in December of last year.

Mr. Chairman, statements like this are easier to make than the development of a coherent, rational policy for reducing the incidence of hunger and maluntrition both here and abroad.

And that's the choice this Administration has made.

It is my hope that the work of this Committee will show the American people how poor a choice this is.

Mr. Chairman, many of the world's developing nations are caught in a cruel trap.

On the one hand, their agricultural land base is adequate and their growing seasons well-suited to the production of enough food for their people.

On the other hand, they are often forced to ignore food production for domestic use in order to grow and export cash crops to earn badly needed funds to service crushing international debt obligations.

In fact their collective debt has been estimated at $600 billion.

While serving on the Select Commission on World Hunger, I learned of a particularly illuminating example of this cash-crop dilemma.

In Colombia, a landowner can earn up to 1,000,000 pesos for an acre of carnations for the export market, but only about 6,000 pesos for an acre of wheat grown for domestic use.

A Brazilian official said, and I quote, "...the immediate objective is attending to the needs of our foreign markets... agriculture for the domestic market remains inefficient and expensive and has few prospects for overcoming this rut."

Africans eat 15% less now than in 1970, 20% less than in 1960, while production there of tea has increased six-fold, coffee four-fold, and sugar cane three-fold.

Mr. Chairman, should we in the West expect fresh carnations for our lapels and gowns at the expense of food for millions of people?

I think not.

The United States has long been a leader among nations in food aid and we should remain so.

We must continue to work through the P.L. 480 program and our international agencies to help developing countries establish sufficient agricultural production for domestic consumption.

To eliminate the cash-crop dilemma, we should encourage international lending institutions, both public and private, to lessen the burden of debt payments.

I am not advocating loan forgiveness. I am saying a workable plan must be developed so as not to leave a nation with the Hobson's choice of exporting carnations at the expense of their national diet or going bankrupt.

Mr. Chairman. Once again, I congratulate you on taking an interest in this vital topic. I urge the committee to look at new and unconventional ways at meeting the hunger challenge.

Now is the time for serious analysis, now is the time to focus our efforts on the effects of hunger.

Caring and generosity are two of America's great strengths. Let us tap that strength and move forward on a sound, rational nutrition policy.

MATERIAL SUBMITTED BY HON. ROBERT F. (BOB) SMITH, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OREGON

FOOD ASSISTANCE PROGRAMS

Administration Goals

- Target benefits to the needy
- Cut abuse and error
- Streamline program administration

Food Assistance Overview

- In 1983, the Federal food programs cost over $19.4 billion. This compares to to $14.0 billion in 1980 and only $1.6 billion in 1970. Since 1980, food program spending is up 38 percent.
- In 1970, the food programs accounted for less than one (1) percent of Federal spending (0.8%). By 1980, the same programs' share of Federal spending had tripled (2.4%). Since 1980, we have controlled the rapid growth of the food programs: their share was still 2.4 percent last year (1983).
- Four major programs--Food Stamp; National School Lunch; Women, Infants and Children (WIC) and the overall food distribution activities--account for 90 percent of all Federal food assistance expenditures.
- All food assistance programs but the School Lunch Program have grown in participation since 1980, and there are more lunches served free to needy children now than in 1980.
- From 1980 to 1983, food stamp spending is up 43 percent, WIC Program spending rose 60 percent, and commodity donations have more than doubled in cost (up 108 percent). School Lunch Program spending has been restrained due to middle and upper income families paying for a greater share of their students lunches and declining school enrollments. Nonetheless, benefits provided to low income students have increased faster than the rate of inflation.
- An eligible family of four with no income is guaranteed $253 per month in food stamps. The children's school lunches are subsidized at $1.42 and breakfasts at 63 cents each. WIC Program benefits worth an average $29.78 may be available, as may other programs including meals at child care facilities or summer sites, as well as commodities through institutions and for home use.

Food Stamps

o Food stamps provide the first line of defense against hunger in this country. Nearly one in ten Americans receives food stamps on average each month, with one in six Americans receiving stamps during the course of the year. Participation has grown nearly 14 percent from an average of 19.3 million per month in 1980 to 21.6 million in 1983. A total of 37 million Americans receives stamps over the course of a year. Now with the economy healthy again, participation is dropping.

o Food stamps are guaranteed to anyone who meets the income and asset requirements for the program. Any household with a gross income at or below 130 percent of the poverty level ($12,870 for a family of four) and a net income after deductions at or below 100 percent of poverty and without excessive assets can receive food stamps. The amount of food stamps received depends on the number of persons and level of income in the household.

o Contrary to the impression left by some, the homeless are eligible for food stamps. A fixed address is not required, and participants do not have to show they have lived in the area for a period of time.

o A family of four with no income can get $253 a month in food stamps. The program has special provisions to address the needs of the elderly and disabled who face unique problems and expenses.

School Food Service Programs

o Every school day more than 23 million lunches and 3.4 million breakfast are subsidized by the Federal Government. This includes 10.4 million lunches served free daily to low-income children.

o Every school lunch is subsidized by the federal government. The free lunch at $1.32, the reduced price lunch at 92¢, and the paid lunch at 23¢. In addition, each category receives the value of bonus commodities worth 10¢. There are three categories in the lunch program: free, those with incomes at or below 130 percent of the official poverty line ($12,870 for a family of four) reduced price, 130-185 percent of the poverty line ($12,870 to $18,315 for a family of four) and paid, above 185 percent of the poverty line.

o For needy children, the subsidy for a free school lunch is up 27 percent since 1980--from $1.12 to $1.42. Subsidies for middle and upper income students have been reduced to better direct benefits to those most in need. Still, almost half-a billion dollars is spent on lunches to middle and upper income students.

o The School Lunch Program serves a greater share of children at participating schools--56 percent in 1980, 57 percent in 1983, and 59 percent in 1984.

WIC Program

o This program offers special foods and nutrition education to pregnant and postpartum women and children up to age 5. A family of four with an income as high as $18,315 can qualify.

- o Participation is now at a record 3 million, up from an average 1.9 million in 1980.
- o One out of 5 babies born this year will benefit from the WIC Program.
- o Spending for the WIC Program is up 60 percent, from $708 million in 1980 to $1.13 billion in 1983.

Commodity Programs

- o Commodity distribution for all the Federal food programs doubled between 1980 -- from $1.1 billion to $2.2 billion.
- o 2.5 billion pounds of commodities were distributed in 1983; 23 percent more than the 1.9 billion pounds donated in 1980.
- o In 1981 President Reagan initiated the distribution of free USDA surplus commodities to needy households. Since that time, USDA has distributed more than one billion pounds of cheese, butter, nonfat dry milk, honey, corn meal and flour worth about $1.6 billion to needy families.

Program Integrity - Measures being taken to protect benefits for the needy by controlling error and abuse:

- o In the Food Stamp Program, certification overpayment error has been cut 14 percent between 1981 and 1983, the most significant dollar error rate reduction while at the same time the caseload was at an all time high. This represents $147 million that would have otherwise been wasted.
- o Operation Awareness helps States share the best ways to control food stamp abuse and error. Activities include fraud conferences and publications on successful techniques to stop waste by targeting vulnerable areas of program operations.
- o Solid achievements in the Food Stamp Program include (1981 to 1983):
  - Mail issuance losses reduced 57 percent.
  - Overissuances recouped increased 72 percent ($18.7 million was collected in 1983).
  - Fraud hearings increased 85 percent (17,710 hearings in 1983).
  - Investigation completed against retail grocers increased 269 percent (111,577 completed investigations in 1983).
  - Prosecutions of retailers increased 136 percent (16,769 in 1983).

o Computerized matching of income information.

o Increased penalties for program abuse (e.g., longer disqualification periods for food stamp retailers).

o In the School Lunch Program, States are now required to verify the income information on a small number of applications to ensure that only those actually eligible receive benefits. Audits conducted by the USDA Inspector General in 1980 found over 25 percent of the cases received unlawful benefits.

Nutritional Impact

o Nearly half (46 percent) of food stamp recipients meet 100 percent of the RDA for 11 nutrients. This is very close to the 50 percent figure for all U. S. households. Basis: Nationwide Food Consumption Survey, USDA.

o Children who participate in the School Lunch Program enjoy a nutritionally superior meal compared to nonparticipants. They also have better diets overall than nonparticipants. Basis: National Evaluation of School Nutrition Programs, USDA.

Other Related Issues

o The infant mortality rate in the U.S. has been cut in half since 1967 (from 22.4 deaths per 1,000 live births in 1967 to 11.2 in 1982).

o The rate continues to decline (from 11.7 in 1981, to 11.2 in 1982 and an estimated 10.9 in 1983).

o The U. S. rate has fallen each year since 1963. Individual States' rates fluctuate year to year, but for all States and all ethnic groups the long-term trend is down.

o All the major food assistance programs serving adults are available to the homeless. The homeless are eligible for food stamps. For a single, homeless person without any income, the monthly allotment of food stamps is $76. The homeless are also helped by Federal commodities available at soup kitchens and food banks.

o The food stamp allotment level is based on household size and income to assist persons in obtaining a nutritionally adequate diet. With prudent shopping, it will last through the month.

o The President's Task Force on Food Assistance found that, for the vast majority of low-income people, the private and public food assistance and income maintenance efforts are available and are sufficient for those who take advantage of them.

FEDERAL FOOD ASSISTANCE PROGRAMS
(All Participation and Cost Data is for Fiscal Year 1983)

Food Stamp Program. Provides monthly benefits to low income households to help them purchase a nutritionally adequate diet. The amount of benefits is determined by income and asset tests. Gross income eligibility is at 130 percent of poverty ($12,870 for a family of four). For Fiscal Year 1983:

Federal cost (billions) (does not include $825 million for Puerto Rico)	$11.9
Participation (millions, average per month)	21.6

National School Lunch Program. Serves elementary through high school children in schools and residential institutions. All school lunches are subsidized, with children below 130 percent of poverty ($12,870 for family of four) receiving free meals and children between 130 and 185 percent of poverty ($18,315 for a family of four) receiving reduced price meals. For Fiscal Year 1983:

Federal cost (billions) (includes commodities donated to schools)	$3.2
Participation (millions, average per school day)	23.1

School Breakfast Program. Serves children in schools and residential institutions. Benefits vary according to family income, but most meals are served to participants at or below 130 percent of poverty. For Fiscal Year 1983:

Federal cost (millions)	$349
Participation (millions, average per school day)	3.4

Child Care Food Program. Serves nutritious meals to children up to age 12 in nonresidential institutions such as day care centers, head start centers and family day care homes. For Fiscal Year 1983:

Federal cost (millions)	$344
Participation (millions, average per school day)	0.9

Summer Food Service Program. Provides meals to school children in needy areas during summer vacation. Eligible sponsors include: public or nonprofit, private school food authorities and residential camps; units of local, municipal, county or State governments. For Fiscal Year 1983:

Federal cost (millions)	$97
Participation (millions, per day--peak month)	1.4

Special Supplemental Food Program for Women, Infants and Children (WIC). Serves infants, children up to age 5 and pregnant or postpartum women determined to be at nutritional risk. Provides specific foods containing nutrients known to be lacking in the diet of persons considered nutritional risks. For Fiscal Year 1983:

Federal cost (billions)	$1.1
Participation (millions, average per month) (High of 2.96 million in September)	2.5

Special Milk Program. Serves children in schools not participating in other Child Nutrition Programs. Provides one half-pint of milk per day per child. For Fiscal Year 1983:

Federal cost (millions)	$18
Participation (millions, average per day)	1.0

Needy Family Program on Indian Reservations and Trust Territories. Serves households living on Indian reservations or Indian tribal members or households residing in the Trust Territories of the Pacific Islands. Provides USDA donated commodities available in household sizes. For Fiscal Year 1983:

Federal cost (millions)	$49
Participation (millions, average per month)	0.1

Commodity Supplemental Food Program. Serves infants, children up to age 6 and pregnant or postpartum women who are vulnerable to malnutrition. Provides USDA donated commodities high in nutrients most lacking in the diets of the target population. For Fiscal Year 1983:

Federal cost (millions)	$28
Participation (millions, average per month)	0.14

Nutrition Education and Training Program. Provides grants to State education agencies for the purpose of: 1) encouraging good eating habits and teaching children the relationship between food and health; 2) training foodservice personnel in nutrition and food service management and encouraging the use of the cafeteria as an environment for learning about food and nutrition; 3) instructing educators in nutrition education and in the use of the cafeteria as a learning laboratory; and 4) developing appropriate educational materials and curricula. For Fiscal Year 1983:

Federal cost (millions)	$5
Participation (direct benefits to States, indirect to children)	NA

Commodities for Charitable Institutions. Provides commodities for meal service to needy recipients through soup kitchens and other charitable institutions. Commodities provided are based on availability. For Fiscal Year 1983:

Federal cost (millions)	$205
Participation (millions, average per day)	1.8

Commodities for the Elderly. Provides commodities in support of meal service on a per meal basis. Commodities include surplus removal items (meat, poultry, fruits and vegetable) and price support items (dairy products, cereals and grains, peanut products and vegetable fats and oils). For Fiscal Year 1983:

Federal cost (millions)	$111
Participation (millions, average per day)	0.8

Commodities for Household Distribution. Provides commodities for home consumption through food banks. Commodities include cheese, butter, nonfat dry milk, honey and cornmeal. For Fiscal Year 1983:

Federal cost (billions)	$1.0
Participation (millions)	10 (est.)

Trends in Major Food Assistance Programs

Program	Fiscal Year 1980	Fiscal Year 1983	% Change
Food Stamp Program			
Average Participation (mil.) (monthly)	19.2	21.6	+12
Total Federal Cost (bil.) (excludes Puerto Rico)	$8.3	$11.9	+44
Maximum benefit/month/family of 4	$209	$253	+21
Average benefit/month/family of 4	$136	$172	+26
Average benefit/meal/person	$.38	$.47	+24

TREND: As the economy improves, participation is expected to continue to fall, averaging 21 million in Fiscal Year 1984.

Program	Fiscal Year 1980	Fiscal Year 1983	% Change
National School Lunch Program (eligibility limits defined under Program Data)			
Average Daily Participation (mil.)			
free	10.0	10.4	+4
reduced-price	1.9	1.6	-15
paid	14.7	11.3	-23
Total Federal Cost (bil.)	$3.20	$3.24	+1
Subsidy per lunch			
free	$1.12	$1.42	+27
reduced-price	$0.92	$1.02	+11
paid	$0.36	$0.33	-8

TREND: Cost of the Lunch Program is virtually the same as in 1980 and the subsidy level to the most needy is up substantially (22%). The number of needy participants is up 3% while the number of middle- and upper-income participants is down 25%. The program is better targeted.

Program	Fiscal Year 1980	Fiscal Year 1983	% Change
Food Distribution Activities			
Total Federal Cost (bil.)	$1.1	$2.2	+106
Pounds of commodities	1.9	2.5	+32

TREND: Commodity support for the major progrms has been maintained since 1980. In addition, the distribution of surplus commodities to needy households was initiated by President Reagan in 1981. So far, 969 million pounds of food worth more than $1.6 billion has been distributed to the needy.

Trends in Major Food Assistance Programs

Program	Fiscal Year 1980	Fiscal Year 1984	% Change
Special Supplemental Food Program (WIC)			
Average Participation (mil.)	1.9	3.0	+58
Total Federal Cost (bil.)	$0.7	$1.3	+86

1 in 5 of the babies born today receive WIC benefits.

FACTS ON FOOD ASSISTANCE PROGRAMS

Myth: Federal food assistance to the poor has been severely cut.

Facts:
- Food Stamps — Since 1980, food stamp expenditures have increased 43 percent from $8.4 billion to almost $12 billion with a 14 percent increase in participation. Approximately one in ten Americans is now receiving food stamps.
- School Lunch — The number of free lunches served in schools has increased 3 percent since 1980 with the subsidy to the most needy up 27 percent.
- Food Distribution — Since the President began giving away free foods to the needy, 969 million pounds of food worth $1.3 billion have been distributed.
- WIC — Since 1980, participation in the WIC Program has increased from 1.9 million to 3.0 million women, infants and children. The level of funding increased from a 1980 level of $750 million to $1.16 billion in 1983.

* * *

Myth: Safety net not working; food assistance programs not effective.

Facts:
- Families on food stamps spend more money on nutritious food than eligible nonparticipants.
- Families on food stamps tend to stay together and consume as a unit.
- For the U.S., 50 percent of all households meet the required daily allowance (RDA) of 11 key nutrients. Forty-six (46) percent of food stamp recipients meet the RDA for the 11 nutrients as compared to 34 percent for low-income nonfood stamp recipients.
- Food Stamp Program is well targeted — 60 percent of recipients are under 18 or over 59 years of age; 60 percent of participants are females.
- Over 90 percent of food stamp households are below the poverty line.

* * *

Myth: People cannot sustain themselves to the end of the month on present food stamp allotments.

Facts:
- Food stamps were meant to supplement the purchase of food for low-income families, not pay for the entire food bill, just as Social Security was intended to be a supplement to retirees, not a full pension.

- In 1979 the average food stamp allotment per meal was 29 cents. Four years later, that rate has increased over 50 percent to an average of 46 cents per meal. Further, for a family of four with no income, the per meal rate is 70 cents, or $253 per month. These statistics do not take into consideration that the children may receive a free school lunch, that surplus commodities are available free of charge, and that women, infants and children (WIC) may receive high nutrition supplements.
- A family of four can have a combined income of as much as $12,870 per year and still be eligible for food stamps.
- With a combined income of as much as $12,870, a family of four (mother, father, a four year-old and seven-year old) could still qualify for eight federal nutrition programs with a combined annual benefit of over $2,500.
- The food stamp allotment has kept up with the cost of food. People are better off today than in 1980 because food inflation at home has decreased from 7.6 percent in 1980 to 1 percent in 1983.

* * *

Myth: Homeless cannot receive food stamps.

Facts:
- The homeless can receive food stamp benefits.
- A fixed address is not required, and a minimum length of time in residence is not required.
- However, benefits are generally limited to one month at a time to prevent program abuse.

* * *

Myth: Unemployed food stamp participants don't get help finding jobs.

Facts:
- State or local governments may set up workfare programs for unemployed food stamp participants to gain job skills and 50 percent of cost is federally reimbursed.
- 100 percent federal funding is given to States to conduct job search activities for unemployed food stamp participants.
- In Fiscal Year 1983, jobs were found for 45,386 participants.

* * *

Myth: Infant mortality is increasing in the United States.

Facts:
- Since 1970, the infant mortality rate has been cut in half from 21.7 deaths per 1,000 live births to 11.2 in 1982.
- The infant mortality rate has declined every year since 1963.

- The infant mortality rate may fluctuate from state to state, but for all states and all ethnic and racial groups, the long-term trend is down.

* * *

Myth: USDA warehouses are bulging with food which could be used to feed low-income Americans.

Facts:
- The only USDA-owned commodity foods in significant excess now in storage are dairy products (cheese, butter, and nonfat dry milk).
- In 1983, USDA provided 1.8 billion pounds of food to Americans through donations to schools, charitable institutions, and other institutional outlets. In addition, USDA also provided 675 million pounds of cheese, butter, nonfat dry milk, rice, cornmeal, flour, and honey to needy households during the year.
- For 1984, the amount of commodities has not been reduced. Eight hundred million pounds will be donated to households. Currently, the following amounts of commodities are offered monthly in household-size packages:

cheese	35 million pounds
butter	12 million pounds
nonfat dry milk	8 million pounds
honey	5 million pounds
cornmeal	3 million pounds
flour	5 million pounds

- In addition, distribution of rice will be reinstated.
- States can supplement their allocations of cheese and nonfat dry milk by taking bulk commodities and doing the processing and packaging themselves. USDA will support processing costs at a rate of 12-1/2 cents per pound for cheese and 14 cents per pound for nonfat dry milk. To date, 11 States have taken advantage of the bulk cheese offer (Pennsylvania, Kentucky, Illinois, Indiana, Michigan, Oklahoma, Colorado, Iowa, Utah, California, and Minnesota).

* * *

Myth: Funds are not available to help States and cities with household distributions.

Facts:
- Under the Dole Bill, $50 million is available to States in Fiscal Year 1984. Twenty (20) percent of these funds must be passed through to local agencies for their costs.
- The Jobs Bill provided $50 million to States for the cost of these distributions in Fiscal Year 1983. More than $15 million was turned back by States.
- In the last three years, USDA has spent $238,000 to provide technical assistance to States to improve commodity operations.

P.L. 480 and Section 416 Donations Programs

Public Law 480, or the Food for Peace program, is the primary means by which the U.S. Government provides food assistance to other countries. Enacted in 1954, P.L. 480 has four legislative objectives: (1) expand international trade and develop markets for U.S. agricultural commodities; (2) support economic development within developing countries; (3) provide humanitarian assistance; and (4) promote the foreign policy of the United States.

P.L. 480 authorizes three programs by which the United States can provide food assistance:

Title I: Under Title I, the U.S. Government provides loans to developing countries on concessional terms--low interest rates and long repayment periods--for the purchase of U.S. agricultural commodities. Food supplied under Title I has been the largest component of P.L. 480 and has been used to meet all four legislative objectives in varying degrees.

Title III: In 1977, Congress authorized a new "Food for Development" Title III program. Title III programs are similar to those of Title I, but provide for forgiveness of the original loan if the recipient country uses the currencies generated by the local sale of the commodities to implement programs in agricultural and rural development, nutrition, health services and population planning. Title III programs are multiyear of between 3 and 5 years and are targeted toward the poorest of the developing countries. Agreements have thus far been signed with the Governments of Bangladesh, Bolivia, Egypt, Honduras, Senegal, and Sudan.

Title II: The other program authorized by P.L. 480, Title II provides donations of food to meet famine or other urgent relief requirements, to combat malnutrition, and to promote economic and community development. Donations are made through U.S. private voluntary agencies such as CARE and Catholic Relief Services, through the World Food Program of the United Nations, and through government-to-government agencies. A major priority for Title II food donations is to help meet the nutritional needs of vulnerable groups in recipient countries. Generally, programs emphasize mother-child health activities, but also include school feeding and food-for-work projects.

Section 416 of the Agricultural Act of 1949, as amended, authorizes the Commodity Credit Corporation (CCC), an agency and instrumentality of the United States within the Department of Agriculture (USDA) to donate dairy products and wheat acquired through CCC's price support operations for the assistance of needy persons overseas. Such products may be donated through foreign governments and public and nonprofit private humanitarian organizations. However, donations must be coordinated with and complement other U.S. foreign assistance efforts and comply with the principle of additionality. Under current guidelines, sales and barter of Section 416 commodities are permitted with restrictions.

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P.L. 480 Program Exports, FY 1980-1983
Dollar Levels

Fiscal Years	Title I/III $Mil	Title II $Mil	Section 416 $Mil	Total $Mil
1980	865.3	508.9	1/	1,374.2
1981	790.6	584.8	1/	1,375.4
1982	722.5	405.6	1/	1,128.1
1983	807.7	397.7	186.1 2/	1,391.5
TOTALS	3,186.1	1,897.0	186.1	5,269.2

1/ Program was not authorized until 1982.

2/ CCC Inventory Value.

PREPARED STATEMENT OF RICHARD E. LYNG, DEPUTY SECRETARY OF AGRICULTURE, U.S. DEPARTMENT OF AGRICULTURE

Mr. Chairman and members of the Committee, I appreciate this opportunity to discuss some of the ways in which the Department of Agriculture has responded to the food needs of the less fortunate, both here and abroad.

We have made great strides in alleviating hunger, although there is more to be done. I would like to talk about the situation on a global basis first and then turn to the domestic scene.

World food production has risen steadily at a rate of 2.6 percent since the 1950s. It is heartening to note that the best rate of growth — averaging 3 percent a year — has taken place in the developing countries. 1/

Since 1960, average consumption of calories per person has increased, and overall, the trend in world food output is favorable. Unfortunately, improvements in food production have not been uniform. In Latin America and East Asia, for example, we have seen progress. But in Africa, per capita food production has actually dropped as rapid population growth has eroded any gains in food output. 2/ The African food crisis is aggravated by widespread drought and farmland that is marginal at best.

This Administration is highly conscious of the U.S. commitment to do all it can to improve world food security and has devoted increased resources to programs concerned with those efforts.

1/ See Attachment I

2/ See Attachment II

Public Law 480

This year is the 30th anniversary of Public Law 480, which has been the "workhorse" in U.S. foreign food assistance since its passage in 1954, so it seems appropriate to review what we have accomplished in this and other programs over the years. The record is one of concern and commitment to alleviating hunger.

Since President Eisenhower signed P.L. 480 into law, the program has been used to ship overseas some 300 million tons of U.S. farm products, valued at $34 billion.[3] Almost $5 billion more has been used to pay the cost of getting this food to those who need it and more than 1.8 billion people worldwide have benefited. The P.L. 480 Food for Peace program has remained the world's leading source of food aid since its inception.

The P.L. 480 program has varied objectives — feeding hungry people, supporting economic development, developing markets for U.S. farmers, and supporting U.S. foreign policies. While uses of the program have varied with changing times, all of the objectives have remained important and the program has had the flexibility to respond to the varying situations that have existed since 1954.

Here are just a few of the major accomplishments under the P.L. 480 program:

—Thanks in part to P.L. 480, countries ravaged by World War II, such as Japan and several in Western Europe, were given breathing room in which to rebuild their shattered economies. Today, they are among our largest commercial trading partners for agricultural products.

3/ See Attachment III

—In more recent years, the development and introduction of blended foods (mainly corn-soya milk and wheat-soya blend) have made a dramatic difference in the nutrition of those women and children in developing countries.

—The success of the program in alleviating famine in India during the mid-1960s is well known.

—For 30 years, the program has fed millions of people in both times of emergency and in the face of continuing malnutrition. It has generated local currencies in many countries to help pay for labor in building of roads, bridges and irrigation systems, as well as for training and other activities that help people become productive and support themselves.

—It has aided in the remarkable growth of commercial overseas markets for U.S. farmers. Of today's top 10 commercial markets for agricultural exports, eight are former P.L. 480 recipients. 4/

Public Law 480 has served as a model that other countries have followed as their contributions to the world food effort have grown with their economic ability. We have encouraged this and are pleased to no longer carry the burden alone.

4/ See Attachment IV

This Administration has maintained a strong commitment to P.L. 480. Despite severe constraints on the Federal budget, funding for the program has been increased. In fiscal 1984, the United States will spend over $1.6 billion under P.L. 480 to purchase and ship roughly 6 million tons of 25 different commodities to more than 80 countries. This includes an additional $90 million the President requested for assistance to Africa for fiscal 1984 for Title II donations. These funds have been committed to specific feeding activities. Many members of this committee worked to gain passage of that appropriation and we appreciate their efforts.

The President's budget for 1985 for P.L. 480, submitted last January, requests almost $1.7 billion. The recently enacted Agricultural Programs Adjustment Act calls for additional funding for P.L. 480 in fiscal 1985.

Other U.S. Efforts

The U.S. effort to meet the challenge of world hunger goes well beyond P.L. 480. In addition to our multi-billion dollar bilateral foreign aid effort directed by the Agency for International Development (AID), the United States has been a leader in founding and supporting international organizations that work to overcome hunger and malnutrition, such as the Food and Agriculture Organization (FAO), the World Food Council (WFC), and the development banks.

We maintain good relations with these organizations. In the case of FAO, for example, we provide 25 percent of funding and last November Secretary Block chaired the biennial FAO Conference, which was the first time it has been chaired by the United States in more than 30 years.

The United States also has helped establish the World Food Program (WFP), which distributes food to support social and economic development as well as providing emergency food relief. The Reagan Administration made a record pledge of $250 million to the World Food Program for 1983-84--14 percent more than the preceding pledge.

The United States strongly supported the establishment of the International Fund for Agricultural Development (IFAD), which provides technical assistance often in concert with the World Bank.

We are pleased at the growing commitments of assistance under the Food Aid Convention. While the United States continues to be the largest pledger to the Convention, others are increasing their pledges. This also is true for the World Food Program.

In addition to P.L. 480 donations, the United States is donating dairy products to needy people abroad under the Section 416 program. Most recently, the Department developed a program to carry out the Congressional mandate to provide up to $90 million of CCC-owned commodities on a competitive bid basis to drought-affected countries in Africa.

We are also providing record levels of commercial export credit, with up to three year repayment terms, to help finance needed food imports of developing countries.

Key to Alleviating Hunger is Economic Development

As the United States has demonstrated, a strong U.S. commitment to food aid is essential, but it will not solve the problem of hunger and malnutrition in developing countries. Problems with storage, transportation and distribution make it difficult to get food aid to the most needy. These same problems handicap developing nations' efforts to conserve their supplies. For example, post harvest losses in Africa can run as high as 60 percent.

We must also prevent food aid from undermining agricultural production in recipient countries and fostering dependence instead of self-reliance.

Real food security and a decline in hunger rest on developing nations becoming more productive. We can show them how to grow more food, store and distribute it more efficiently, but unless there are appropriate policies that provide incentives to farmers, enough food will not be produced. Emphasis should be placed on those crops that can be produced efficiently at least cost, and those that cannot should be imported. Trade is a valuable tool for improving food security.

In addition to providing direct financial and food assistance, the United States also shares agricultural expertise with the developing world. Last fiscal year, USDA worked with AID, FAO and others to send almost 1,000 technicians to 85 countries to carry out assistance projects. These projects are varied and include efforts to reduce malnutrition among children in Latin America, overcome vitamin A deficiencies in Indonesia and improve development management in the Sahel.

In research, USDA works with other nations on 240 projects to curb crop losses and enhance food output. Scientific exchanges with 30 developed and developing countries aimed at helping solve agricultural problems are in effect. Hundreds of U.S. scientists are involved in these exchanges each year.

Still another way in which the United States shares its agricultural skills with developing countries is international training. Altogether, USDA has arranged or given training for more than 72,000 foreign agriculturists at the rate of more than 2,000 a year. In all of these efforts, USDA works closely with the AID, the lead agency in development.

Trade as a Development Tool

We often forget how much trade can help development. More liberal agricultural trade could spur economic growth throughout the developing world. If the level of protectionism in agricultural trade were cut in half, developing nations could raise their exchange earnings by $8.5 billion a year — a tremendous boost for their economies. Even now, these nations earn 17 times more through trade than they receive as aid.

Food aid, trade and development are all closely interrelated. To help developing countries overcome hunger and malnutrition, we have to work in all three areas. We also know that the problem of world hunger is a lot more complex than just getting food to the hungry and providing financial and technical assistance. Developing countries, themselves must make internal investments, structural adjustments and policy changes in order to promote economic growth and development, which is the only long-term means of reducing poverty and hunger. We may have a lot to learn about the best ways to solve the problem, but we are dedicated to finding that solution.

Domestic Food Programs

But malnutrition and hunger are not just a problem for underdeveloped countries. Those of us who have been associated with the Department of Agriculture over the years are keenly aware of the problem of poverty-caused malnutrition in this country and of the efforts that have been made to alleviate this recurring human problem.

I recall when I first got involved in the feeding programs in 1969. I was Assistant Secretary at the time when the Food and Nutrition Service (FNS) was established as an agency of the U.S. Department of Agriculture. At that time, we were spending $250 million on food stamps. We also had a commodity distribution program and a school lunch program, both of which cost $831 million. Spending moved to $3.8 billion by the time I left in four years. Programs expanded and new ones were added all through the decade of the 1970s. By 1980, the Federal food assistance expenditure was $14 billion. In fiscal 1983, it was $19.4 billion.

Domestic food assistance programs today represent a substantial commitment to nutritional well-being and are structured to be responsive to changing economic needs. Consider these facts:

From fiscal year 1980 to fiscal year 1983:

--Food stamp spending is up 44 percent.

--WIC program (the Special Supplemental Program for Women, Infants and Children) spending is up 59 percent.

--Commodity donations spending is up 109 percent.

--All the major food assistance programs except the School Lunch Program have grown in participation since 1980 Despite a participation lull in the lunch program in 1981-1982, it is up in 1983 and there are more lunches served free to needy children now than in 1980.

A broad array of food assistance programs is available for the needy. An eligible family of four with no income is guaranteed $253 per month in food stamps. In addition, the children of that family are eligible for school lunches Federally subsidized at about $1.42 worth of cash and commodities per meal and breakfasts at between 63 and 76 cents each. WIC program benefits worth an average $29.63 monthly are available for the pregnant and postpartum mother and "at risk" children up to age five. The family could also be getting meals at child care facilities or summer sites if it has children of eligible age. The household could also be getting commodity supplements through the Temporary Emergency Food Assistance Program.

We regard the Food Stamp Program as the first line of defense against hunger in this country. Anyone who meets the income and other program requirements for the program can receive food stamps. For those of you unfamiliar with the program's history, it was begun as an alternative to the pre-existing Food Distribution Program. This unique solution to food problems exists in no other country.

Nearly one in 10 Americans now receives food stamps each month, while during the course of the year, one in six, or 37 million Americans, will receive stamps. Participation grew nearly 14 percent from an average of 19.2 million per month in 1980 to 21.6 million in 1983.

Now that the economy is improving and many previously unemployed are working again, food stamp participation is declining.

Contrary to the impression left by some, the homeless are eligible for food stamps. A fixed address is not required, and participants do not have to show that they have lived in the area for a period of time.

Our efforts to provide food services for children and infants continue to be strong. Ninety-eight percent of public school children have access to the School Lunch Program. Today, one in every five infants born receives WIC benefits.

To help alleviate hardship caused by the recession in the early 1980s, President Reagan initiated the program to provide surplus commodities, primarily dairy products, to needy households. Last year, we distributed food worth nearly $1 billion through this program.

In sum, our domestic feeding programs are well established; they are generally administered by State and local institutions such as schools, welfare offices or health clinics; and they are usually designed so that they can expand or contract depending on the level of need at a particular time.

We feel current resources devoted to domestic feeding programs are more than adequate. We have targeted benefits to the needy, believing that those persons whose incomes are well above the poverty level can and should handle their own food requirements without assistance. We have reduced abuse and error, not just to save money but also to enhance the reputation of those programs in the eyes of the tax paying public.

We have seen a 14-percent reduction in the food stamp error rate between 1981 and 1983. Despite such dramatic progress, we still experienced an 8.5 percent error rate in 1983, costing the taxpayers $900 million in erroneously paid benefits. We believe further error reduction is required, and we have proposed legislation to accomplish that. Finally, we have improved and streamlined program administration so that services can be provided with greater effectiveness at the lowest possible cost.

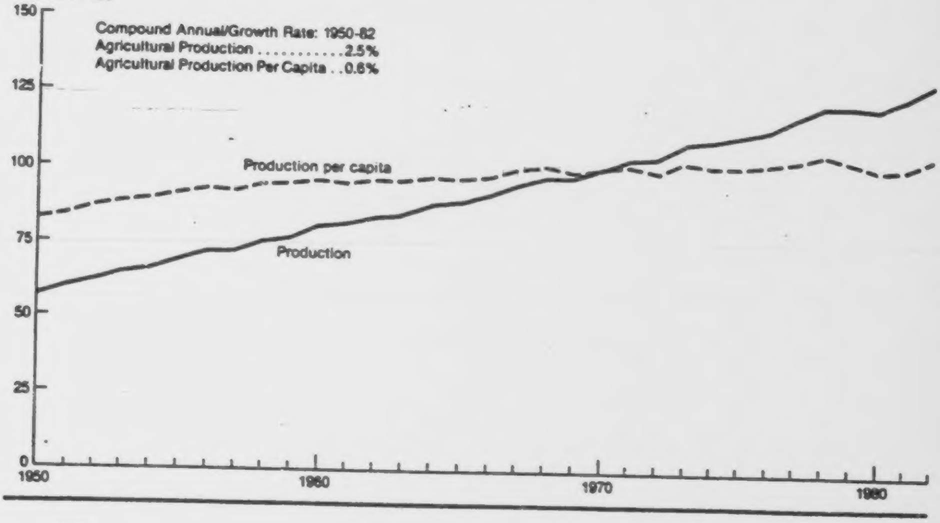
The food assistance effort is something all Americans can be proud of.

That concludes my statement, Mr. Chairman. I will be glad to respond to questions.

Attachment I

World: Index of Production

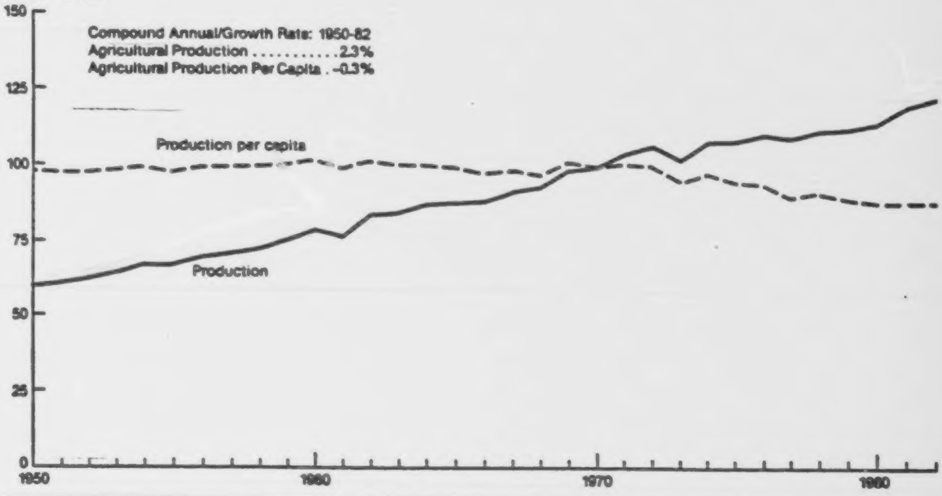
Index
1969-71 = 100



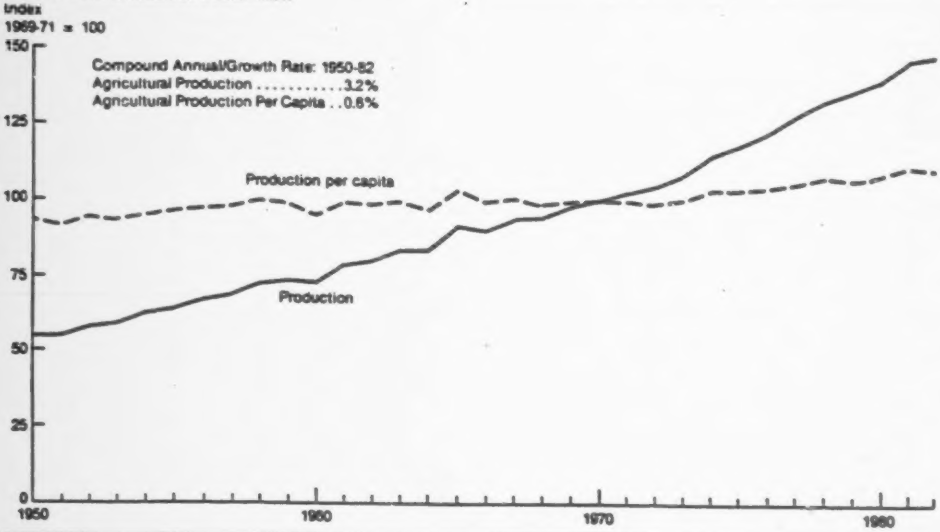
Attachment II

Africa: Index of Production

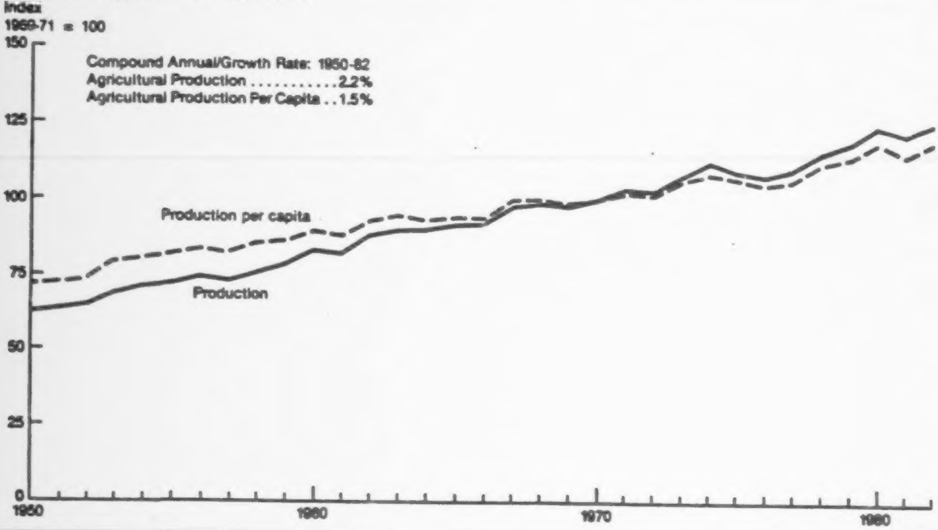
Index
1969-71 = 100



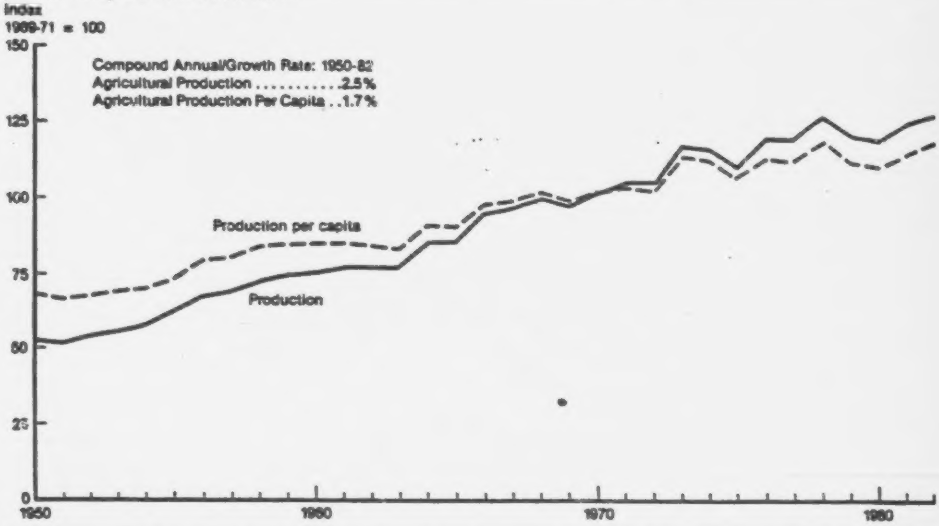
Latin America: Index of Production



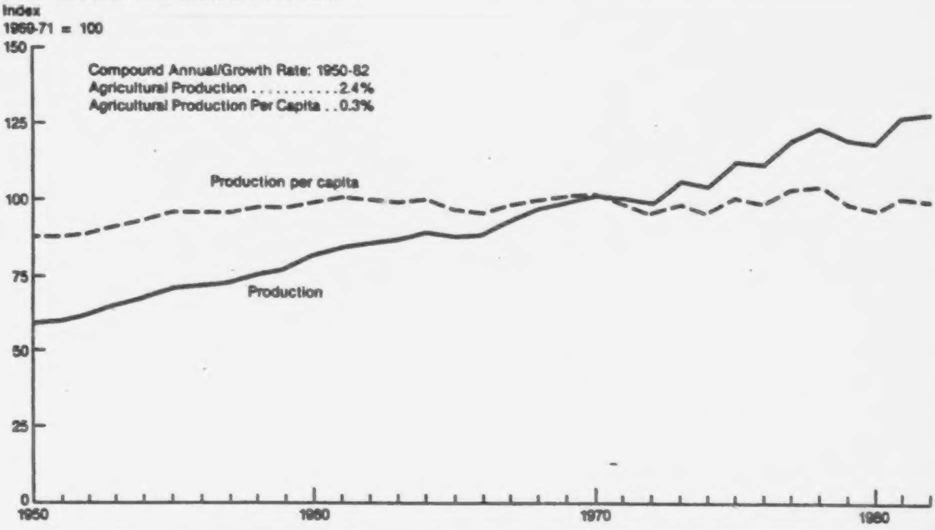
Western Europe: Index of Production



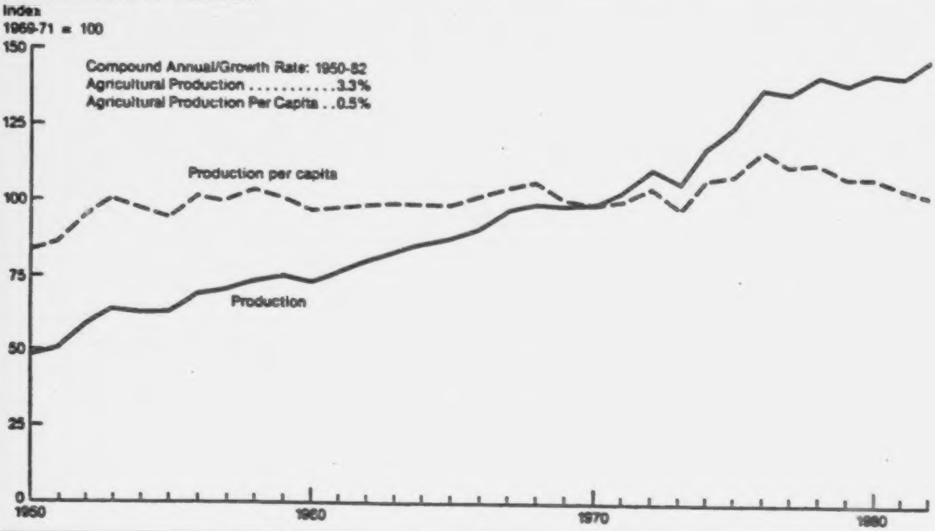
Eastern Europe: Index of Production



South and East Asia: Index of Production



West Asia: Index of Production



Attachment III

P.L. 480 Program Exports, FY 1955-1984
(Metric Ton Grain Equivalent Basis)

Fiscal	Title I/III		Title II		Total	
Years	000 Mt	$Mil	000 Mt	$Mil	000 Mt	$Mil
1955	2,587.8	73.0	830.4	186.8	3,418.3	259.8
1956	9,045.1	438.8	1,025.5	247.7	10,070.6	686.5
1957	12,836.1	907.8	1,435.2	216.8	14,271.3	1,124.6
1958	7,460.4	657.5	1,768.1	223.7	9,228.5	881.2
1959	9,977.7	724.1	1,510.6	160.9	11,488.3	885.0
1960	12,724.0	823.9	1,601.3	142.8	14,325.3	966.7
1961	13,758.9	951.5	2,583.2	220.9	16,342.1	1,172.4
1962	15,850.6	1,048.4	2,927.6	248.7	18,778.2	1,297.1
1963	14,552.4	1,145.3	2,814.3	263.5	17,366.7	1,408.8
1964	14,016.0	1,104.6	2,760.0	270.0	16,776.0	1,374.6
1965	16,082.5	1,299.8	2,328.5	238.7	18,411.0	1,538.5
1966	15,454.0	1,047.6	2,703.4	266.5	18,157.4	1,314.1
1967	11,612.5	981.0	2,344.7	267.4	13,957.2	1,248.4
1968	12,396.2	1,022.8	2,182.8	250.1	14,579.0	1,272.9
1969	7,762.6	773.7	2,233.9	264.7	9,996.5	1,038.4
1970	8,726.7	815.3	2,209.5	240.6	10,936.2	1,055.9
1971	7,490.7	743.0	2,344.2	279.9	9,834.9	1,022.9
1972	7,167.4	679.0	2,738.2	403.7	9,905.6	1,082.7
1973	5,029.1	667.4	2,344.7	290.0	7,373.8	957.4
1974	1,810.6	575.4	1,503.4	282.9	3,314.0	858.3
1975	3,598.1	762.0	1,229.2	334.4	4,827.3	1,096.4
1976 and TQ	5,415.6	1,006.2	1,237.0	378.0	6,652.6	1,384.2
1977	5,000.6	762.1	1,433.4	362.0	6,434.0	1,124.1
1978	4,520.7	738.8	1,574.0	337.0	6,094.7	1,075.8
1979	4,689.3	792.7	1,600.3	393.0	6,289.6	1,185.7
1980	4,245.3	865.3	1,821.8	508.9	6,067.1	1,374.2
1981	3,855.9	790.6	2,037.7	584.8	5,893.6	1,375.4
1982	3,923.6	722.5	1,776.3	405.6	5,699.9	1,128.1
1983	4,149.5	809.7	2,079.4	397.7	6,228.9	1,207.4
1984(est)	4,183.0	791.0	2,159.0	496.3	6,342.0	1,287.3
TOTALS	249,922.9	$24,520.8	59,137.6	$9,164.0	309,060.5	$33,684.8

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Attachment IV

Country Ranking
U.S. Agricultural Exports
Calendar Year 1983

	Country	U.S. Exports
*	(1) Japan	$6,240,810
*	(2) Netherlands	$2,531,075
*	(3) Mexico	$1,942,429
*	(4) Korea, Republic of	$1,839,877
	(5) Canada	$1,830,207
*	(6) Germany, Fed. Rep.	$1,529,130
	(7) Soviet Union	$1,457,090
*	(8) China(Taiwan)	$1,307,929
*	(9) Spain	$1,138,022
*	(10) Egypt	$ 942,713

* P.L. 480 recipient countries.

Eligible Persons Served in Food Assistance Programs

The Department has estimates of the percent of eligible persons served for its three largest food assistance programs: the Food Stamp Program, the National School Lunch Program and the Special Supplemental Food Program for Women, Infants and Children (WIC).

Food Stamp Program

For 1982, the most recent year for which data is available, we estimate that about 3 out of 5 of those eligible for the Food Stamp Program participated. This estimate is based on adjusted Census poverty data (for persons under 130 percent of poverty, except for the elderly). The adjustments account for Food Stamp Program eligibility criteria not considered in the Census tabulations. These include: household composition changes, asset limits, and monthly accounting periods. The Food Stamp Program is more effective in reaching those with incomes below 100 percent of poverty. Of this group about 4 out of 5 eligible are participating.

National School Lunch Program

About 92 percent of all school age children and 98 percent of public school children have the National School Lunch Program available to them. This means almost all school children attend a school which offers the program and they may participate if they choose. Actual daily participation levels are lower because children sometimes be absent, obtain an alternative lunch or skip lunch. As of October 1984, about 3 out of 5 children in participating schools ate a school lunch on any given day.

WIC Program

Unlike the Food Stamp and National School Lunch Program, the WIC Program is not an entitlement program. It does not and was never intended to reach all those eligible. Based on 1982 Census poverty data and on birth records, we estimate about 3 in 10 of those income-eligible participate. The WIC Program also has nutritional risk criteria, which are not accounted in this estimate. If nutritional risk were included, the percent served of those eligible would rise.

Reagan Administration's Budget Proposals for Food Assistance Programs

The Reagan Administration's budget proposals for the food assistance programs were carefully designed to achieve savings without harming the needy. Goals include: tightening eligibility to those in greater need, reducing the potential for fraud or waste and slowing benefit growth without reducing benefit levels. We believe that these proposals did not jeopardize the nutritional well-being of needy Americans.

It is difficult to discuss budget proposals made after Fiscal Year 1982, because they were contingent on the Congressional reaction to the 1982 proposals. If Congress had approved all the 1982 proposals, the Administration's budget proposals for 1983 and subsequent years would have been quite different.

The Fiscal Year 1982 budget proposals included savings in the Food Stamp Program of 16 percent below current service projections; Congress approved 13 percent savings. Proposed savings in the Child Nutrition Programs were 42 percent below current service projections; Congress approved 33 percent in savings. For the WIC Program, savings of 20 percent below prior year funding were proposed; Congress provided a slight increase in funding.

The savings levels cited above reflect economic and participation projections made at that time. In retrospect, we know that actual savings were less than projected, due to unexpected economic developments, such as higher than expected food price inflation. We cannot confidently estimate what actual expenditures would have been if the proposals had been enacted for two reasons. The first reason is the changing economic circumstances, mentioned above. The second is that food program costs were interactive with other legislative proposals. For example, if all the Administration's proposals for Aid to Families with Dependent Children had been enacted, Food Stamp Program costs would have been different.

Table 11.--North Africa food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
				Quantity		Value				Quantity		Value	
		Status quo	Nutrit. based	Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Egypt													
Major cereals													
1984/85	7,865	15,859	12,372	7,994	4,507	1,594	899	5,197	1,036	2,797	0	558	0
1985/86	8,019	16,295	12,720	8,276	4,701	1,599	908	5,862	1,132	2,414	0	466	0
Morocco													
Wheat													
1984/85	1,825	4,044	2,979	2,219	1,694	—	—	—	—	—	—	—	—
1985/86	2,025	4,158	3,646	2,133	1,621	—	—	—	—	—	—	—	—
Other cereals													
1984/85	2,190	2,703	3,453	643	1,263	—	—	—	—	—	—	—	—
1985/86	2,550	1,996	3,156	-194	606	—	—	—	—	—	—	—	—
Total													
1984/85	—	—	—	2,862	2,957	474	490	4,240	703	0	0	0	0
1985/86	—	—	—	1,939	2,227	311	358	5,446	875	0	0	0	0
Tunisia													
Major Cereals													
1984/85	1,325	2,410	1,990	1,085	665	188	115	884	153	201	0	35	0
1985/86	1,393	2,474	2,048	1,081	655	181	110	995	167	87	0	15	0
North Africa, total													
Cereals													
1984/85	—	—	—	11,941	8,129	2,256	1,504	—	—	2,998	0	593	0
1985/86	—	—	—	11,297	7,583	2,091	1,376	—	—	2,501	0	481	0

1/ The sum of targeted nonfeed and feed use.
— = Not applicable.

Table 16.—West Africa food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
		Status quo	Nutrit. based	Quantity		Value				Quantity		Value	
				Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	——1,000 tons——					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Benin													
Major cereals													
1984/85	358	471	460	113	102	—	—	—	—	—	—	—	—
1985/86	377	484	474	107	97	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	1,320	1,364	1,416	44	96	—	—	—	—	—	—	—	—
1985/86	1,360	1,403	1,458	43	98	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	130	141	27	29	55	11	75	86	15	18
1985/86	—	—	—	123	137	25	27	60	12	64	77	13	15
Cameroon													
Major cereals													
1984/85	1,007	1,280	1,144	273	137	—	—	—	—	—	—	—	—
1985/86	1,045	1,311	1,173	266	128	—	—	—	—	—	—	—	—
Roots and tubers													
1984/63	2,140	2,213	2,512	73	372	—	—	—	—	—	—	—	—
1985/86	2,165	2,266	2,565	101	400	—	—	—	—	—	—	—	—
Peanuts													
1984/85	185	184	271	-1	86	—	—	—	—	—	—	—	—
1985/86	185	188	276	3	91	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	49	298	398	63	84	259	55	39	139	8	29
1985/86	—	—	49	307	407	63	83	290	59	17	117	4	24
Cape Verde													
Major cereals													
1984/85	5	54	—	49	44	9	8	0	0	49	44	9	8
1985/86	6	54	—	48	43	8	7	0	0	48	43	8	7
Pulses													
1984/85	1	1	5	0	4	0	2	0	0	0	4	0	2
1985/86	1	1	5	0	4	0	2	0	0	0	4	0	2
Total													
1984/85	—	—	—	—	—	9	10	—	0	—	—	9	10
1985/86	—	—	—	—	—	8	9	—	0	—	—	0	9

—Continued

Table 16.—West Africa food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates—continued

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
		Status quo	Nutrit. based	Quantity		Value				Quantity		Value	
				Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Chad													
Major cereals													
1984/85	556	630	931	74	375	—	—	—	—	—	—	—	—
1985/86	573	649	958	76	385	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	185	190	266	5	81	—	—	—	—	—	—	—	—
1985/86	190	196	273	6	83	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	77	407	28	151	19	7	57	388	21	144
1985/86	—	—	—	78	418	27	150	23	8	52	395	19	142
Gambia													
Major cereals													
1984/85	87	136	123	49	36	—	—	—	—	—	—	—	—
1985/86	94	140	128	46	34	—	—	—	—	—	—	—	—
Peanuts													
1984/85	171	30	95	3/	3/	—	—	—	—	—	—	—	—
1985/86	188	30	103	3/	3/	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	49	36	8	6	22	4	27	15	4	2
1985/86	—	—	—	46	34	7	5	28	5	17	5	3	1
Ghana													
Major cereals													
1984/85	568	890	1,099	322	531	—	—	—	—	—	—	—	—
1985/86	596	919	1,136	322	540	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	5,475	5,733	6,102	258	627	—	—	—	—	—	—	—	—
1985/86	5,650	5,920	6,301	270	651	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	415	768	102	169	132	33	283	636	69	156
1985/86	—	—	—	421	787	100	187	146	35	273	638	65	152
Guinea													
Major cereals													
1984/85	435	566	881	131	446	—	—	—	—	—	—	—	—
1985/86	448	581	905	133	457	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	319	334	662	15	143	—	—	—	—	—	—	—	—
1985/86	533	548	680	15	147	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	137	303	43	158	122	38	15	381	5	120
1985/86	—	—	—	139	316	42	157	121	37	19	395	6	120

—Continued

Table 16.—West Africa food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates—continued

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
				Quantity		Value				Quantity		Value	
		Status quo	Nutrit. based	Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	——1,000 tons——					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Guinea-Bissau													
Major cereals													
1984/85	36	77	111	41	75	—	—	—	—	—	—	—	—
1985/86	37	79	114	42	77	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	35	41	51	6	16	—	—	—	—	—	—	—	—
1985/86	38	42	52	4	14	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	43	82	14	26	3	1	40	79	13	25
1985/86	—	—	—	43	82	13	26	7	2	36	76	11	24
Liberia													
Major cereals													
1984/85	175	294	249	119	63	—	—	—	—	—	—	—	—
1985/86	185	304	248	119	63	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	205	211	151	6	131	—	—	—	—	—	—	—	—
1985/86	226	218	348	-8	122	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	121	100	44	40	67	24	54	43	20	16
1985/86	—	—	—	116	106	41	37	81	28	35	25	12	9
Mali													
Major cereals													
1984/85	1,022	1,192	1,621	171	599	69	243	46	19	125	552	51	224
1985/86	1,052	1,229	1,670	178	618	70	243	49	19	129	570	51	224
Mauritania													
Major cereals													
1984/85	32	215	245	183	213	33	39	54	10	130	158	24	28
1985/86	35	220	250	185	215	33	38	56	10	129	160	23	28
Niger													
Major cereals													
1984/85	1,777	1,941	1,767	165	-10	35	3	51	17	113	0	38	0
1985/86	1,828	2,003	1,823	175	-5	37	2	63	21	110	0	36	0

Continued

Table 16.—West Africa food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates—continued

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
		Status quo	Nutrit. based	Quantity		Value				Quantity		Value	
				Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Senegal													
Wheat													
1984/85	0	124	202	124	202	—	—	—	—	—	—	—	—
1985/86	0	128	208	134	208	—	—	—	—	—	—	—	—
Rice													
1984/85	75	447	375	372	300	—	—	—	—	—	—	—	—
1985/86	83	459	386	376	303	—	—	—	—	—	—	—	—
Other cereals													
1984/85	670	748	736	78	66	—	—	—	—	—	—	—	—
1985/86	692	768	757	76	65	—	—	—	—	—	—	—	—
Total													
1984/85	—	—	—	574	568	120	119	242	51	332	326	69	68
1985/86	—	—	—	580	576	118	117	327	66	253	249	51	50
Sierra Leone													
Major cereals													
1984/85	375	464	432	89	57	—	—	—	—	—	—	—	—
1985/86	383	474	441	91	58	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	645	672	633	27	-10	—	—	—	—	—	—	—	—
1985/86	650	685	648	35	-2	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	100	53	28	15	38	10	63	16	17	4
1985/86	—	—	—	105	57	28	15	48	13	58	9	15	3
Togo													
Major cereals													
1984/85	301	391	406	90	105	—	—	—	—	—	—	—	—
1985/86	312	403	419	91	107	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	960	1,008	1,207	48	247	—	—	—	—	—	—	—	—
1985/86	990	1,038	1,243	48	253	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	107	189	29	51	25	7	82	164	22	43
1985/86	—	—	—	108	193	28	51	36	9	72	157	19	41
Upper Volta													
Major cereals													
1984/85	1,227	1,325	1,430	98	203	31	63	21	6	78	182	24	57
1985/86	1,265	1,356	1,292	91	199	27	60	26	8	65	174	20	52
West Africa, total													
Major cereals													
1984/85	—	—	—	2,716	4,305	702	1,217	—	—	1,560	3,209	410	946
1985/86	—	—	—	2,740	4,382	688	1,202	—	—	1,378	3,096	355	893
Pulses													
1984/85	1	1	5	0	4	0	2	0	0	0	4	0	2
1985/86	1	1	5	0	4	0	2	0	0	0	4	0	2
Total													
1984/85	—	—	—	—	—	702	1,219	—	—	—	—	410	948
1985/86	—	—	—	—	—	688	1,204	—	—	—	—	355	895

1/ The sum of targeted nonfood and feed use.
2/ Cereal equivalent.
3/ Surplus pulse capacity partially offsets cereal aid needs.
— Not applicable.

Table 21.—Central Africa food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
				Quantity		Value				Quantity		Value	
		Status quo	Nutrit. based	Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Angola													
Major cereals													
1984/85	297	664	734	367	437	—	—	—	—	—	—	—	—
1985/86	349	681	745	322	396	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	2,000	2,037	2,054	37	54	—	—	—	—	—	—	—	—
1985/86	2,100	2,112	2,114	12	14	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	393	436	72	80	261	48	131	174	24	32
1985/86	—	—	—	337	396	60	70	270	48	67	126	12	22
Cent. Afr. Rep.													
Major cereals													
1984/85	98	130	123	32	25	—	—	—	—	—	—	—	—
1985/86	106	131	127	27	21	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	1,265	1,239	1,400	-26	135	—	—	—	—	—	—	—	—
1985/86	1,305	1,272	1,439	-33	134	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	22	76	7	22	11	3	12	65	3	19
1985/86	—	—	—	15	72	4	20	11	3	4	61	1	17
Congo													
Major cereals													
1984/85	19	91	71	72	52	—	—	—	—	—	—	—	—
1985/86	21	95	74	74	53	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	550	564	703	14	153	—	—	—	—	—	—	—	—
1985/86	575	583	727	8	152	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	78	114	17	25	69	15	9	44	2	9
1985/86	—	—	—	77	114	17	24	83	18	0	31	0	7

—Continued

Table 21.—Central Africa food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates—continued

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
				Quantity		Value				Quantity		Value	
		Status quo	Nutrit. based	Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Eq. Guinea													
Major cereals													
1984/85	0	3	NA	3	NA	—	—	—	—	—	—	—	—
1985/86	0	3	NA	3	NA	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	83	96	NA	13	NA	—	—	—	—	—	—	—	—
1985/86	93	98	NA	5	NA	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	NA	7	NA	3	NA	1	1	6	NA	3	NA
1985/86	—	—	NA	5	NA	2	NA	2	1	3	NA	1	NA
Zaire													
Major cereals													
1984/85	942	1,276	1,680	334	738	—	—	—	—	—	—	—	—
1985/86	978	1,312	1,731	334	753	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	14,700	14,802	15,770	102	1,070	—	—	—	—	—	—	—	—
1985/86	15,000	15,215	16,201	215	1,202	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	369	1,111	86	238	259	60	111	852	26	198
1985/86	—	—	—	408	1,172	92	264	312	70	96	859	22	193
Central Africa, total													
Major cereals													
1984/85	—	—	—	870	1,736	185	385	—	—	269	1,136	58	259
1985/86	—	—	—	760	1,676	160	365	—	—	97	1,000	23	226

1/ The sum of targeted nonfeed and feed use.
2/ Cereal equivalent.
— Not applicable.
NA = Not available

Table 26.--East Africa food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
				Quantity		Value				Quantity		Value	
		Status quo	Nutrit. based	Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Burundi													
Major cereals													
1984/85	362	381	445	19	83	—	—	—	—	—	—	—	—
1985/86	375	393	458	18	83	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	2,030	2,075	2,012	45	-18	—	—	—	—	—	—	—	—
1985/86	2,060	2,137	2,066	77	6	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	31	77	11	27	12	4	20	65	7	23
1985/86	—	—	—	39	84	13	29	11	4	28	73	10	25
Djibouti													
Major cereals													
1984/85	0	46	NA	46	NA	17	NA	57	21	0	NA	0	NA
1985/86	0	49	NA	49	NA	18	NA	62	22	0	NA	0	NA
Ethiopia													
Major cereals													
1984/85	5,300	5,889	6,701	589	1,401	90	215	108	17	480	1,293	74	198
1985/86	5,385	6,024	6,897	689	1,512	102	225	129	19	560	1,383	83	205
Kenya													
Corn													
1984/85	2,200	2,329	2,757	129	557	—	—	—	—	—	—	—	—
1985/86	2,250	2,418	2,853	168	603	—	—	—	—	—	—	—	—
Other cereals													
1984/85	569	770	784	174	215	—	—	—	—	—	—	—	—
1985/86	612	800	840	188	228	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	1,290	1,386	1,715	96	425	—	—	—	—	—	—	—	—
1985/86	1,345	1,439	1,815	94	470	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	338	933	66	183	109	21	229	824	45	162
1985/86	—	—	—	404	1,012	77	192	128	24	276	884	52	168
Rwanda													
Major cereals													
1984/85	281	303	314	22	33	—	—	—	—	—	—	—	—
1985/86	290	314	324	24	34	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	3,670	3,766	3,885	96	215	—	—	—	—	—	—	—	—
1985/86	3,790	3,988	4,019	169	229	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	51	96	17	32	6	2	45	90	15	30
1985/86	—	—	—	56	102	18	33	7	2	50	96	16	31

Table 26.—East Africa food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates—continued

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
				Quantity		Value				Quantity		Value	
		Status quo	Nutrit. based	Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons	1,000 tons	1,000 tons	1,000 tons	1,000 tons	Million dollars	Million dollars	1,000 tons	Million dollars	1,000 tons	1,000 tons	Million dollars	Million dollars
Somalia													
Major cereals													
1984/85	338	743	590	405	252	98	61	109	26	296	143	72	35
1985/86	349	754	600	406	251	95	59	145	34	261	106	61	25
Milk													
1984/85	540	564	1,168	2	56	5	119	4/	3/	2	56	5	119
1985/86	550	573	1,186	2	57	4	112	4/	3/	2	57	4	112
Total													
1984/85	—	—	—	—	—	103	180	—	26	—	—	77	154
1985/86	—	—	—	—	—	99	171	—	34	—	—	65	137
Sudan													
Sorghum													
1984/85	2,400	2,184	2,417	-216	17	—	—	—	—	—	—	—	—
1985/86	2,500	2,256	—	-244	4/	—	—	—	—	—	—	—	—
Wheat													
1984/85	170	652	555	482	385	—	—	—	—	—	—	—	—
1985/86	175	673	573	498	398	—	—	—	—	—	—	—	—
Other cereals													
1984/85	465	533	645	68	180	—	—	—	—	—	—	—	—
1985/86	471	550	663	79	192	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	334	582	79	138	68	16	266	472	63	113
1985/86	—	—	—	334	592	77	136	82	19	251	464	58	107
Vegetable oils													
1984/85	530	642	144	112	-386	134	-463	7	9	104	0	125	0
1985/86	550	663	148	113	-402	115	-409	10	10	102	0	104	0
Total													
1984/85	—	—	—	—	—	213	138	—	25	—	—	188	122
1985/86	—	—	—	—	—	192	136	—	29	—	—	162	117
Tanzania													
Corn													
1984/85	1,400	1,642	1,512	242	112	—	—	—	—	—	—	—	—
1985/86	1,440	1,696	1,662	256	122	—	—	—	—	—	—	—	—
Other cereals													
1984/85	591	749	859	158	268	—	—	—	—	—	—	—	—
1985/86	607	774	886	167	279	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	5,100	5,231	5,715	131	615	—	—	—	—	—	—	—	—
1985/86	5,250	5,403	5,901	153	651	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	442	577	110	143	136	34	306	441	76	109
1985/86	—	—	—	472	636	113	146	168	40	303	438	73	105

—Continued

Table 26.—East Africa food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates—continued

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
				Quantity		Value				Quantity		Value	
		Status quo	Nutrit. based	Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	———1,000 tons———					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Uganda													
Major cereals													
1984/85	1,260	1,290	1,786	30	526	—	—	—	—	—	—	—	—
1985/86	1,310	1,324	1,840	14	530	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	6,790	6,519	6,924	-271	134	—	—	—	—	—	—	—	—
1985/86	7,005	6,669	7,250	-316	245	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	-15	599	-3	126	33	7	0	565	0	119
1985/86	—	—	—	-45	599	-9	122	37	8	0	570	0	114
Pulses													
1984/85	320	319	—	-1	4/	3/	0	4/	3/	0	0	0	0
1985/86	330	327	—	-3	-1	3/	3/	4/	3/	0	0	0	0
Total													
1984/85	—	—	—	—	—	0	126	—	7	—	—	0	119
1985/86	—	—	—	—	—	0	122	—	8	—	—	0	114
East Africa, total													
Major cereals, roots													
1984/85	—	—	—	2,236	4,517	390	864	—	—	1.642	3,893	280	754
1985/86	—	—	—	2,043	4,507	418	882	—	—	1,469	3,907	292	756
Pulses													
1984/85	320	319	320	0	0	0	0	—	—	0	0	0	0
1985/86	330	327	329	-3	-1	-1	3/	—	—	0	0	0	0
Vegetable oils													
1984/85	—	—	—	112	0	134	0	—	—	104	0	125	0
1985/86	—	—	—	113	0	115	0	—	—	103	0	104	0
Total													
1984/85	—	—	—	—	—	998	864	—	—	—	—	405	754
1985/86	—	—	—	—	—	997	882	—	—	—	—	396	756

1/ The sum of targeted nonfeed and feed use.
2/ Cereal equivalent.
3/ Less than 500,000 dollars.
4/ Less than 500 tons.
— Not applicable.
NA Not available.

Table 31.--Southern Africa food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
		Status quo	Nutrit. based	Quantity		Value				Quantity		Value	
				Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Comoros													
Major cereals													
1984/85	3	33	30	30	27	—	—	—	—	—	—	—	—
1985/86	3	36	31	33	28	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	76	79	214	3	138	—	—	—	—	—	—	—	—
1985/86	86	87	222	1	136	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	31	70	9	21	9	3	23	61	6	18
1985/86	—	—	—	33	70	10	20	9	3	24	61	7	18
Lesotho													
Major cereals													
1984/85	79	365	349	286	270	54	51	81	15	204	189	39	36
1985/86	175	373	379	198	204	36	37	95	18	103	108	19	20
Madagascar													
Major cereals													
1984/85	1,503	1,940	1,779	437	276	119	75	76	21	361	200	99	55
1985/86	1,619	1,989	1,840	370	221	98	59	79	21	291	142	77	38
Malawi													
Major cereals													
1984/85	1,410	1,424	1,551	13	146	3	32	45	10	0	101	0	22
1985/86	1,420	1,469	1,601	49	181	10	39	65	14	0	117	0	25
Mauritius													
Major cereals													
1984/85	0	153	140	153	140	43	39	159	45	0	0	0	0
1985/86	0	156	142	156	142	42	39	190	52	0	0	0	0
Mozambique													
Major cereals													
1984/85	448	1,003	1,378	555	930	—	—	—	—	—	—	—	—
1985/86	651	1,032	1,436	380	785	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	2,700	2,932	3,940	206	1,140	—	—	—	—	—	—	—	—
1985/86	2,850	3,015	4,055	139	1,205	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	638	1,428	128	286	149	30	480	1,279	98	256
1985/86	—	—	—	436	1,268	85	246	153	30	283	1,115	55	216

--Continued

Table 31.—Southern Africa food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates—continued

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
				Quantity		Value				Quantity		Value	
		Status quo	Nutrit. based	Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons	1,000 tons	1,000 tons	1,000 tons	1,000 tons	Million dollars	Million dollars	1,000 tons	Million dollars	1,000 tons	1,000 tons	Million dollars	Million dollars
Swaziland													
Major cereals													
1984/85	72	152	161	50	63	12	15	17	4	33	46	8	11
1985/86	82	157	99	65	76	15	18	20	5	45	57	11	13
Milk													
1984/85	38	47	43	1	3/	1	3/	3/	3/	3/	3/	3/	3/
1985/86	39	48	45	1	3/	1	3/	3/	3/	3/	3/	3/	3/
Total													
1984/85	—	—	—	—	—	13	15	—	4	—	—	8	11
1985/86	—	—	—	—	—	16	18	—	5	—	—	11	13
Zambia													
Major cereals													
1984/85	1,019	1,395	1,489	376	470	64	80	177	30	199	294	34	50
1985/86	1,172	1,443	1,572	271	400	44	65	213	35	58	186	9	31
Southern Africa, total													
Major cereals													
1984/85	—	—	—	1,984	2,863	438	603	—	—	1,310	2,170	280	449
1985/86	—	—	—	1,587	2,367	347	527	—	—	783	1,787	178	361
Milk													
1984/85	—	—	—	1	0	1	0	—	—	0	0	0	0
1985/86	—	—	—	1	0	1	0	—	—	0	0	0	0
Total													
1984/85	—	—	—	—	—	439	603	—	—	—	—	280	449
1985/86	—	—	—	—	—	348	527	—	—	—	—	178	361

1/ The sum of targeted nonfeed and feed use.
2/ Cereal equivalent.
3/ Less than 0.5.
— Not applicable.

Table 36.—Middle East food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
		Status quo	Nutrit. based	Quantity		Value				Quantity		Value	
				Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons	1,000 tons	1,000 tons	1,000 tons	1,000 tons	Million dollars	Million dollars	1,000 tons	Million dollars	1,000 tons	1,000 tons	Million dollars	Million dollars
Lebanon													
Major cereals													
1984/85	38	590	648	552	610	93	103	554	93	0	56	0	10
1985/86	42	596	655	554	613	90	100	547	89	8	67	1	11
North Yemen													
Major cereals													
1984/85	767	1,301	1,261	534	494	116	107	409	89	125	85	27	19
1985/86	776	1,337	1,294	561	518	118	109	375	79	185	142	39	30
South Yemen													
Major cereals													
1984/85	91	362	370	271	279	78	80	159	46	112	120	32	34
1985/86	97	370	379	273	282	76	78	141	39	132	140	37	39
Middle East, Total													
Major cereals													
1984/85	—	—	—	1,357	1,383	287	290	—	—	237	261	59	62
1985/86	—	—	—	1,388	1,413	284	287	—	—	325	250	77	80

1/ The sum of targeted nonfeed and feed use.
— Not applicable.

Table 41.—South Asia food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
				Quantity		Value				Quantity		Value	
		Status quo	Nutrit. based	Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Afghanistan													
Wheat													
1984/85	2,200	2,324	2,416	124	216	—	—	—	—	—	—	—	—
1985/86	2,420	2,557	2,645	137	225	—	—	—	—	—	—	—	—
Other cereals													
1984/85	947	972	919	25	-28	—	—	—	—	—	—	—	—
1985/86	1,042	1,070	1,018	28	-24	—	—	—	—	—	—	—	—
Total													
1984/85	—	—	—	150	189	28	35	129	24	20	59	4	11
1985/86	—	—	—	165	201	30	36	144	26	21	57	4	10
Bangladesh													
Rice													
1984/85	15,390	15,253	19,228	-140	3,838	—	—	—	—	—	—	—	—
1985/86	15,793	15,641	19,722	-152	3,929	—	—	—	—	—	—	—	—
Wheat													
1984/85	1,300	2,589	3,189	1,289	1,889	—	—	—	—	—	—	—	—
1985/86	1,400	2,655	3,279	1,255	1,879	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	1,149	5,727	256	1,278	555	124	526	5,130	117	4/1,145
1985/86	—	—	—	1,103	5,808	238	1,256	530	115	461	5,190	100	1,122
Vegetable oils													
1984/85	75	197	203	122	128	105	111	139	121	0	0	0	0
1985/86	83	202	209	119	126	88	93	152	112	0	0	0	0
Total													
1984/85	—	—	—	—	—	361	1,389	—	245	—	—	117	1,145
1985/86	—	—	—	—	—	326	1,349	—	227	—	—	100	1,122
India													
Rice													
1984/85	55,000	55,697	57,447	697	2,447	—	—	—	—	—	—	—	—
1985/86	57,000	56,894	58,779	-106	1,779	—	—	—	—	—	—	—	—
Wheat													
1984/85	44,000	39,353	41,114	-4,647	-2,886	—	—	—	—	—	—	—	—
1985/86	46,000	40,199	42,162	-5,801	-3,838	—	—	—	—	—	—	—	—
Other cereals													
1984/85	30,800	31,260	38,066	460	7,266	—	—	—	—	—	—	—	—
1985/86	31,900	31,932	38,942	32	7,042	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	0	6,828	0	1,424	1,416	295	0	3,705	0	4/773
1985/86	—	—	—	0	4,983	0	1,007	1,605	324	0	603	0	122
Pulses													
1984/85	12,000	11,126	14,901	-784	2,901	0	1,215	91	38	0	2,810	0	1,177
1985/86	12,300	11,457	15,226	-843	2,926	0	1,186	103	42	0	2,823	0	1,145
Vegetable oils													
1984/85	3,450	4,338	4,194	1,088	744	794	543	1,232	899	0	0	0	0
1985/86	3,600	4,636	4,288	1,036	688	643	427	1,591	988	0	0	0	0
Total													
1984/85	—	—	—	—	—	794	3,182	—	1,232	—	--	0	1,950
1985/86	—	—	—	—	—	643	2,620	—	1,354	—	--	0	1,267

—Continued

Table 41.—South Asia food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates—continued

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
				Quantity		Value				Quantity		Value	
		Status quo	Nutrit. based	Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
Nepal													
Rice													
1984/85	1,500	1,460	2,190	-20	690	—	—	—	—	—	—	—	—
1985/86	1,650	1,512	2,257	-138	607	—	—	—	—	—	—	—	—
Other cereals													
1984/85	1,370	1,391	1,494	21	124	—	—	—	—	—	—	—	—
1985/86	1,457	1,422	1,539	-35	82	—	—	—	—	—	—	—	—
Total above													
1984/85	—	—	—	1	814	3/	206	5	1	0	809	0	205
1985/86	—	—	—	0	689	0	169	3	1	0	686	0	168
Pakistan													
Wheat													
1984/85	11,500	12,373	12,833	873	1,333	—	—	—	—	—	—	—	—
1985/86	13,000	12,731	13,296	-268	296	—	—	—	—	—	—	—	—
Other cereals													
1984/85	4,500	3,418	3,754	-1,682	-796	—	—	—	—	—	—	—	—
1985/86	4,650	3,518	3,868	-1,132	-782	—	—	—	—	—	—	—	—
Total													
1984/85	—	—	—	-209	-587	-39	-109	411	76	0	5/0	0	5/0
1985/86	—	—	—	-1,401	-486	-252	-97	465	84	0	0	0	0
Pulses													
1984/85	750	594	734	-156	4	-93	2	57	34	0	0	0	0
1985/86	750	611	773	-139	23	-80	13	65	37	0	0	0	0
Vegetable oils													
1984/85	350	838	527	488	177	381	138	336	262	6/11	0	6/8	0
1985/86	375	863	545	488	170	324	113	434	288	7/	0	7/	0
Total													
1984/85	—	—	—	—	—	381	249	—	372	0	—	8	0
1985/86	—	—	—	—	—	324	126	—	409	—	—	0	0

—Continued

Table 41.--South Asia food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates--continued

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
		Status quo	Nutrit. based	Quantity		Value				Quantity		Value	
				Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Sri Lanka													
Rice													
1984/85	1,520	1,745	1,714	225	194	—	—	—	—	—	—	—	—
1985/86	1,550	1,776	1,745	226	196	—	—	—	—	—	—	—	—
Wheat													
1984/85	0	506	937	506	937	—	—	—	—	—	—	—	—
1985/86	0	515	954	515	954	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	460	426	612	-34	152	—	—	—	—	—	—	—	—
1985/86	480	434	626	-46	146	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	717	1,190	137	227	501	96	4/202	4/674	4/39	4/129
1985/86	—	—	—	723	1,206	134	223	572	106	5/134	5/617	5/25	5/114
Vegetable oils													
1984/85	100	65	46	-35	-54	-28	-44	3	3	0	0	0	0
1985/86	110	67	47	-43	-63	-30	-44	5	3	0	0	0	0
Total													
1984/85	—	—	—	—	—	137	327	—	99	—	—	39	129
1985/86	—	—	—	—	—	134	223	—	109	—	—	25	114
South Asia, total													
Cereals and roots and tubers													
1984/85	—	—	—	2,017	15,335	421	3,279	—	—	748	10,377	160	2,263
1985/86	—	—	—	1,991	12,887	402	2,691	—	—	616	7,153	129	1,541
Vegetable oils													
1984/85	—	—	—	1,698	1,049	1,280	792	—	—	11	0	8	0
1985/86	—	—	—	1,643	984	1,055	633	—	—	0	0	0	0
Pulses													
1984/85	—	—	—	0	2,905	0	1,217	—	—	0	2,810	0	1,177
1985/86	—	—	—	0	2,939	0	1,199	—	—	0	2,823	0	1,145
Total													
1984/85	—	—	—	—	—	1,703	5,175	—	—	—	—	187	3,809

1/ The sum of targeted nonfood and feed use.
2/ Cereal equivalent.
3/ Less than 0.5.
4/ Surplus vegetable oil iport capacity partially offsets cereal aid needs.
5/ Surplus pulse and vegetable oil import capacities offset cereal aid needs.
6/ Surplus cereal and pulse import capacity partially offsets vegetable oil aid needs.
7/ Surplus cereal and pulse import capacities offset vegetable oil aid needs.

— Not applicable.

Table 46.—East and Southeast Asia food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
				Quantity		Value				Quantity		Value	
		Status quo	Nutrit. based	Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Indonesia													
Rice													
1984/85	24,500	24,284	21,638	-216	-2,862	—	—	—	—	—	—	—	—
1985/86	25,900	24,799	22,322	-1,101	-3,578	—	—	—	—	—	—	—	—
Other cereals													
1984/85	5,400	6,055	5,515	655	115	—	—	—	—	—	—	—	—
1985/86	5,400	6,183	5,627	783	227	—	—	—	—	—	—	—	—
Cassava													
1984/85	13,700	13,723	10,759	23	-2,961	—	—	—	—	—	—	—	—
1985/86	15,070	14,014	11,492	-1,056	-3,578	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	448	-3,692	80	-663	2,051	369	0	0	0	0
1985/86	—	—	—	-718	-6,871	-125	-848	2,326	405	0	0	0	0
Vegetable oils													
1984/85	1,710	1,270	904	-440	-806	-374	-687	19	16	0	0	0	0
1985/86	1,810	1,296	923	-513	-887	-372	-643	24	18	0	0	0	0
Total													
1984/85	—	--	—	—	—	80	0	—	385	—	—	0	0
1985/86	—	--	—	—	—	0	0	—	423	—	—	0	0
Laos													
Rice													
1984/85	700	759	776	59	76	22	29	89	34	0	0	0	0
1985/86	800	774	805	-26	5	-10	2	104	38	0	0	0	0
Kampuchea													
Rice													
1984/85	1,100	1,255	1,183	155	88	—	—	—	—	—	—	—	—
1985/86	1,200	1,285	1,228	85	28	—	—	—	—	—	—	—	—
Other cereals													
1984/85	100	143	116	43	16	--	—	—	—	—	—	—	--
1985/86	110	146	119	36	9	—	—	—	—	—	—	—	—
Total													
1984/85	—	—	—	198	104	56	29	12	3	185	92	52	26
1985/86	—	—	—	121	37	33	10	13	3	108	24	30	7

—Continued

Table 46.—East and Southeast Asia food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates—continued

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
				Quantity		Value				Quantity		Value	
		Status quo	Nutrit. based	Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Philippines													
Rice													
1984/85	5,070	5,517	5,609	447	539	—	—	—	—	—	—	—	—
1985/86	5,200	5,660	5,755	460	555	—	—	—	—	—	—	—	—
Other cereals													
1984/85	3,380	4,771	5,153	1,391	1,773	—	—	—	—	—	—	—	—
1985/86	3,400	4,895	5,281	1,495	1,881	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	3,119	3,374	2,876	255	-243	—	—	—	—	—	—	—	—
1985/86	3,200	3,462	2,950	262	-250	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	1,931	2,221	374	430	528	102	1,377	1,667	267	323
1985/86	—	—	—	2,051	2,344	385	440	547	103	1,477	1,771	277	332
Vegetable oils													
1984/85	1,000	202	—	-798	-599	-707	-531	6	5	0	0	0	0
1985/86	1,110	207	—	-893	-686	-673	-517	7	5	0	0	0	0
Total													
1984/85	—	—	—	—	—	374	430	—	107	—	—	266	322
1985/86	—	—	—	—	—	385	440	—	108	—	—	277	332
Vietnam													
Rice													
1984/85	9,100	8,728	9,505	-372	405	—	—	—	—	—	—	—	—
1985/86	9,200	8,937	9,718	-263	518	—	—	—	—	—	—	—	—
Other cereals													
1984/85	510	1,198	—	688	909	—	—	—	—	—	—	—	—
1985/86	520	1,227	—	707	935	—	—	—	—	—	—	—	—
Total													
1984/85	—	—	—	316	1,314	44	184	513	72	0	801	0	112
1985/86	—	—	—	444	1,452	60	197	751	102	0	701	0	95

—Continued

Table 46.--East and Southeast Asia food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates--continued

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
				Quantity		Value				Quantity		Value	
		Status quo	Nutrit. based	Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
East and Southeast Asia, total													
Rice													
1984/85	—	—	—	661	1,108	—	—	—	—	—	—	—	—
1985/86	—	—	—	345	1,106	—	—	—	—	—	—	—	—
Other cereals													
1984/85	—	—	—	2,777	2,813	—	—	—	—	—	—	—	—
1985/86	—	—	—	3,021	3,050	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	—	—	—	278	-3,184	—	—	—	—	—	—	—	—
1985/86	—	—	—	-794	-3,828	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	2,893	3,639	554	643	—	—	1,562	2,560	319	416
1985/86	—	—	—	2,616	3,833	478	647	—	—	1,585	2,496	307	434
Vegetable oils													
1984/85	—	—	—	0	0	0	0	—	—	0	0	0	0
1985/86	—	—	—	0	0	0	0	—	—	0	0	0	0
Total													
1984/85	—	—	—	—	—	554	643	—	—	—	—	319	461
1985/86	—	—	—	—	—	478	647	—	—	—	—	307	434

1/ The sum of targeted nonfeed and feed use.
2/ Cereal equivalent.
— Not applicable.

Table 51.—Caribbean food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
				Quantity		Value				Quantity		Value	
		Status quo	Nutrit. based	Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Dominican Republic													
Major cereals													
1984/85	340	694	703	334	363	—	—	—	—	—	—	—	—
1985/86	355	720	730	365	375	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	1,120	1,142	1,228	22	108	—	—	—	—	—	—	—	—
1985/86	1,140	1,186	1,273	46	133	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	359	393	65	72	332	60	20	57	4	10
1985/86	—	—	—	377	414	66	73	381	67	0	25	0	4
Pulses													
1984/85	50	45	47	-5	-3	-2	-1	3	1	0	0	0	0
1985/86	54	47	49	-7	-5	-3	-2	4	1	0	0	0	0
Milk													
1984/85	350	386	404	1	5	3	10	3/	1	1	8	2	9
1985/86	355	380	419	2	6	4	11	3/	1	2	5	3	10
Total													
1984/85	—	—	—	—	—	68	82	—	62	—	—	6	19
1985/86	—	—	—	—	—	70	84	—	69	—	—	3	14
Haiti													
Major cereals													
1984/85	430	663	904	233	474	—	—	—	—	—	—	—	—
1985/86	466	676	924	210	458	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	260	269	232	9	-28	—	—	—	—	—	—	—	—
1985/86	260	274	236	14	-24	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	236	446	60	118	172	44	64	294	18	75
1985/86	—	—	—	214	451	53	111	163	40	51	288	13	71
Pulses													
1984/85	65	76	123	11	58	6	35	1	3/	10	58	4	35
1985/86	68	77	126	9	58	5	34	1	3/	8	57	5	33
Total													
1984/85	—	—	—	—	—	66	143	—	44	—	—	22	110
1985/86	—	—	—	—	—	58	145	—	40	—	—	18	104

—Continued

Table 51.—Caribbean food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates--continued

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
				Quantity		Value				Quantity		Value	
		Status quo	Nutrit. based	Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Jamaica													
Major cereals													
1984/85	12	452	411	440	399	—	—	—	—	—	—	—	—
1985/86	13	461	420	448	407	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	180	189	149	9	-31	—	—	—	—	—	—	—	—
1985/86	180	193	152	13	-28	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	443	389	99	87	256	57	187	134	42	30
1985/86	—	—	—	452	397	98	86	304	66	148	93	32	20
Caribbean, total													
Major cereals and roots and tubers	—	—	—	1,038	1,250	224	277	—	—	271	485	62	113
	—	—	—	1,043	1,262	217	270	—	—	199	406	43	95
Pulses													
1984/85	—	—	—	11	58	6	35	—	—	10	58	6	35
1985/86	—	—	—	9	58	5	34	—	—	8	57	5	33
Milk													
1984/85				1	5	3	10	—	—	1	4	2	9
1985/86				2	6	4	11	—	—	2	5	3	10
Total													
1984/85	—	—	—	1,050	1,313	233	322	—	—	282	547	70	159
1985/86	—	—	—	1,054	1,326	226	315	—	—	209	468	53	138

1/ The sum of targeted nonfeed and feed use.
2/ Cereal equivalent.
3/ Less than 0.5.
— Not applicable.

Table 56.—Central America food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
				Quantity		Value				Quantity		Value	
		Status quo	Nutrit. based	Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	——1,000 tons——					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Costa Rica													
Wheat													
1984/85	0	105	82	105	82	—	—	—	—	—	—	—	—
1985/86	0	108	83	108	83	—	—	—	—	—	—	—	—
Rice													
1984/85	140	109	95	-31	-45	—	—	—	—	—	—	—	—
1985/86	145	111	97	-34	-48	—	—	—	—	—	—	—	—
Corn													
1984/85	80	129	72	49	-8	—	—	—	—	—	—	—	—
1985/86	80	132	74	52	-6	—	—	—	—	—	—	—	—
Total													
1984/85	—	—	—	123	29	28	7	85	19	38	0	9	0
1985/86	—	—	—	126	29	28	6	129	29	0	0	0	0
El Salvador													
Corn													
1984/85	460	560	613	100	153	—	—	—	—	—	—	—	—
1985/86	470	575	629	105	159	—	—	—	—	—	—	—	—
Wheat													
1984/85	0	127	122	127	122	—	—	—	—	—	—	—	—
1985/86	0	130	125	130	125	—	—	—	—	—	—	—	—
Other cereals													
1984/85	165	181	209	16	44	—	—	—	—	—	—	—	—
1985/86	165	186	214	21	49	—	—	—	—	—	—	—	—
Total													
1984/85	—	—	319	243	319	65	85	90	24	153	229	41	61
1985/86	—	—	334	257	334	66	86	68	18	188	265	48	69
Pulses													
1984/85	40	49	63	9	23	3	8	2	1	6	20	2	7
1985/86	42	50	65	8	23	3	8	2	1	6	21	2	7
Total													
1984/85	—	—	—	—	—	68	93	—	25	—	—	43	68
1985/86	—	—	—	—	—	69	94	—	19	—	—	50	76

—Continued

Table 56.—Central America food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates—continued

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
				Quantity		Value				Quantity		Value	
		Status quo	Nutrit. based	Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Guatemala													
Corn													
1984/85	1,000	1,082	1,089	82	89	—	—	—	—	—	—	—	—
1[illegible]/86	1,000	1,112	1,117	112	117	—	—	—	—	—	—	—	—
Wheat													
1984/85	50	150	175	100	125	—	—	—	—	—	—	—	—
1985/86	52	155	180	103	128	—	—	—	—	—	—	—	—
Total grains													
1984/85	—	—	214	182	214	36	43	78	15	105	137	21	27
1985/86	—	—	246	214	246	41	47	90	17	124	156	24	30
Pulses													
1984/85	85	95	95	10	14	9	13	3/	3/	10	14	9	13
1985/86	85	98	102	13	17	11	15	3/	3/	13	17	11	15
Total													
1984/85	—	—	—	—	—	45	56	—	15	—	—	30	40
1985/86	—	—	—	—	—	52	62	—	17	—	—	35	45
Honduras													
Corn													
1984/85	460	514	591	54	131	—	—	—	—	—	—	—	—
1985/86	465	529	608	64	143	—	—	—	—	—	—	—	—
Wheat													
1984/85	0	95	81	95	81	—	—	—	—	—	—	—	—
1985/86	0	98	83	98	83	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	212	149	212	28	39	124	23	25	83	5	16
1985/86	—	—	226	162	226	29	41	137	25	25	86	5	15
Pulses													
1984/85	44	46	42	2	-2	2	-1	1	1	1	0	1	0
1985/86	44	47	44	3	3/	3	3/	1	1	2	0	1	0
Total													
1984/85	—	—	—	—	—	30	39	—	24	—	—	6	16
1985/86	—	—	—	—	—	32	41	—	26	—	—	6	15

—Continued

Table 56.—Central America food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates—continued

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
				Quantity		Value				Quantity		Value	
		Status quo	Nutrit. based	Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Nicaragua													
Corn													
1984/85	190	233	223	43	33	—	—	—	—	—	—	—	—
1985/86	195	240	229	45	34	—	—	—	—	—	—	—	—
Other Cereals													
1984/85	73	132	98	57	23	—	—	—	—	—	—	—	—
1985/86	80	136	101	56	21	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	56	100	56	25	14	45	11	41	0	10	0
1985/86	—	—	55	101	55	25	13	71	17	3	0	1	0
Pulses													
1984/85	33	36	32	1	-3	1	-2	5	4	0	0	0	0
1985/86	60	57	54	-3	-6	-2	-5	8	7	0	0	0	0
Total													
1984/83	—	—	—	—	—	28	14	—	15	—	—	10	0
1985/86	—	—	—	—	—	25	13	—	24	—	—	1	0
Central America, total													
Cereals													
1984/85	—	—	—	797	830	192	188	—	—	362	449	86	104
1985/86	—	—	—	860	890	189	208	—	—	340	507	78	99
Total													
1984/85	—	—	—	—	—	196	209	—	—	—	—	93	124
1985/86	—	—	—	—	—	206	216	—	—	—	—	92	136

1/ The sum of targeted nonfood and food use.
2/ Cereal equivalent.
— Not applicable.

Table 61.--South America food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
				Quantity		Value				Quantity		Value	
		Status quo	Nutrit. based	Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	1,000 tons					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Bolivia													
Wheat													
1984/85	65	303	362	238	297	—	—	—	—	—	—	—	—
1985/86	65	310	370	245	305	—	—	—	—	—	—	—	—
Rice													
1984/85	70	77	111	7	41	—	—	—	—	—	—	—	—
1985/86	77	78	114	1	37	—	—	—	—	—	—	—	—
Corn													
1984/85	379	447	473	68	94	—	—	—	—	—	—	—	—
1985/86	417	468	496	41	79	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	940	1,001	1,368	61	428	—	—	—	—	—	—	—	—
1985/86	1,040	1,025	1,471	-15	431	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	327	552	47	80	102	15	226	451	33	65
1985/86	—	—	—	283	530	40	75	104	15	179	426	25	60
Colombia													
Wheat													
1984/85	68	639	466	571	398	—	—	—	—	—	—	—	—
1985/86	71	650	475	579	404	—	—	—	—	—	—	—	—
Rice													
1984/85	1,300	1,277	925	-23	-375	—	—	—	—	—	—	—	—
1985/86	1,365	1,301	944	-64	-421	—	—	—	—	—	—	—	—
Corn													
1984/85	875	1,043	883	168	8	—	—	—	—	—	—	—	—
1985/86	920	1,062	901	142	-19	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	4,053	4,239	3,712	186	-341	—	—	—	—	—	—	—	—
1985/86	4,114	4,316	3,777	202	-337	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	768	-66	147	-12	484	93	284	0	55	0
1985/86	—	—	—	713	-130	132	-24	533	99	180	0	34	0
Milk													
1984/85	3,190	2,824	2,358	-366	-832	-639	-1,454	0	0	0	0	0	0
1985/86	3,350	2,876	2,407	-474	-943	-770	-1,531	0	0	0	0	0	0
Total													
1984/85	—	—	—	—	—	147	0	—	0	—	—	55	0
1985/86	—	—	—	—	—	132	0	—	0	—	—	34	0

Continued--

Table 61.—South America food requirements, import requirements, and food aid needs to support consumption, status quo and nutrition-based estimates—continued

Country/ commodity	Forecast domestic production	Total use 1/		Import requirements				Commercial import capacity		Food aid needs			
		Status quo	Nutrit. based	Quantity		Value				Quantity		Value	
				Status quo	Nutrit. based	Status quo	Nutrit. based			Status quo	Nutrit. based	Status quo	Nutrit. based
	———1,000 tons———					Million dollars		1,000 tons	Million dollars	1,000 tons		Million dollars	
Ecuador													
Wheat													
1984/85	24	360	338	336	313	—	—	—	—	—	—	—	—
1985/86	25	371	346	346	321	—	—	—	—	—	—	—	—
Rice													
1984/85	225	243	237	18	12	—	—	—	—	—	—	—	—
1985/86	240	250	245	10	5	—	—	—	—	—	—	—	—
Corn													
1984/85	260	249	302	-11	42	—	—	—	—	—	—	—	—
1985/86	270	256	311	-14	41	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	1,456	1,480	2,197	24	741	—	—	—	—	—	—	—	—
1985/86	1,495	1,521	2,248	26	753	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	351	583	76	127	255	50	96	328	20	71
1985/86	—	—	—	350	587	74	124	312	66	38	275	8	58
Milk													
1984/85	783	831	928	4	13	10	29	0	0	4	13	9	29
1985/86	800	855	953	5	14	10	29	0	0	5	13	10	20
Total													
1984/85	—	—	—	—	—	86	156	—	50	—	—	29	100
1985/86	—	—	—	—	—	84	153	—	66	—	—	18	87
Peru													
Wheat													
1984/85	100	1,093	1,101	993	1,001	—	—	—	—	—	—	—	—
1985/86	105	1,124	1,132	1,019	1,027	—	—	—	—	—	—	—	—
Rice													
1984/85	420	576	552	156	132	—	—	—	—	—	—	—	—
1985/86	440	593	568	153	128	—	—	—	—	—	—	—	—
Corn													
1984/85	600	1,094	1,073	494	473	—	—	—	—	—	—	—	—
1985/86	650	1,125	1,139	475	489	—	—	—	—	—	—	—	—
Roots and tubers													
1984/85	2,560	2,427	3,340	-133	780	—	—	—	—	—	—	—	—
1985/86	2,775	2,497	3,468	-278	693	—	—	—	—	—	—	—	—
Total above 2/													
1984/85	—	—	—	1,586	1,854	255	298	1,404	226	186	449	29	72
1985/86	—	—	—	1,548	1,837	241	286	1,802	281	0	34	0	5
South America, total													
Total grain equiv.													
1984/85	—	—	—	3,031	2,989	526	505	2,243	389	786	1,228	137	108
1985/86	—	—	—	2,894	2,954	487	484	2,752	460	397	735	27	123
Milk													
1984/85	—	—	—	4	13	10	29	0	0	4	13	9	29
1985/86	—	—	—	5	14	10	29	0	0	5	13	10	29
Total													
1984/85	—	—	—	—	—	536	534	—	389	—	—	140	237
1985/86	—	—	—	—	—	497	513	—	460	—	—	37	152

1/ The sum of targeted nonfeed and feed use.
2/ Cereal equivalent.
— Not applicable.

PREPARED STATEMENT OF LORET MILLER RUPPE, DIRECTOR, PEACE CORPS

Mr. Chairman, Members of the House of Representatives Select Committee on Hunger:

I am Loret Miller Ruppe, Director of the Peace Corps. I am here today to provide your committee with an overview of how Peace Corps Volunteers are helping to alleviate world hunger, particularly in the developing world.

For over 23 years, Peace Corps Volunteers have been working with the poor and the hungry, working with them to build a better life for their communities --working with them to help create a world free from hunger and despair.

To some this seems a distant goal. But I am here to say that it is both plausible and worthwhile.

The Peace Corps is proud to have been the first U.S. foreign assistance agency to recognize the importance of focusing its activities on small-scale projects at the village level on a person-to-person basis as a means of contributing to the alleviation of hunger and, to have emphasized skill-building as the key to economic and social development.

Over 100,000 Americans have served as Peace Corps Volunteers in villages throughout the third world. As Volunteers, they have provided technical assistance in a variety of food-related programs including agricultural production, fisheries, irrigation, sanitation, forestry, energy conservation, nutrition, and public health.

Today we have a Peace Corps -- 5,200 strong, Volunteers of all ages male and female who are actively engaged in this Nation's commitment to ending hunger in the world.

According to our latest calculations, nearly 20 percent of Peace Corps Volunteers are engaged exclusively in agricultural projects. This figure does not include related endeavors such as fisheries programs and forestry projects. Nor does the figure include the many Volunteers who work in more than one project area. Suffice it to say, that an estimated 30 percent of our Volunteers are -- in one way or another -- working in agriculture and agriculture-related activities.

As you are probably aware, Peace Corps operates in three main areas of the world -- Africa, Inter-America and that area referred to as NANEAP (North Africa, Near East, Asia and the Pacific).

Let me share with you information on some of the projects Peace Corps Volunteers are working on -- projects which have a direct bearing on food production in countries that make-up the three areas I just mentioned.

The intensive Vegetable Gardening for Profit and Self-Sufficiency manual was written by two Volunteers from Jamaica. It has since been adapted for use in Liberia by other Volunteers and that version is used to train Liberian field workers in the ministry of Agriculture.

In 1983 Peace Corps Volunteers in Paraguay, working with the Paraguayan National Forest Service, produced a series of pamphlets for farmers on such topics as agroforestry (the use of both perennial and annual crops, and/or livestock in a farming system) and forest management. The pamphlets are distributed to farmers in rural areas by agriculture extension workers and through simple language and illustrations describe how tree planting can increase farm income, conserve soil and water for future farm productivity, and produce food for both humans and livestock.

In a Honduran village, a Peace Corps Volunteer is working with children to establish a school garden. Through this effort, and with the nutrition education component that is an integral part of this project, children are also encouraged to start gardens of their own on family plots, thereby bringing better nutrition practices to the village as a whole.

Peace Corps Volunteer couples in Papua New Guinea are working in remote areas to train villagers in community-based agricultural methods which will lead to income generation projects.

In Africa, which by the way is Peace Corps' largest region with over 2200 Volunteers serving in 23 nations, many countries are severely affected by drought, widespread hunger -- including incidents of mass starvation -- now exists. Peace Corps Volunteers throughout Western Africa are working with villagers to increase food production.

Sierra Leone places nearly 20 Peace Corps Volunteers annually as Agricultural Extensionists who work closely with their host country colleagues to help small farmers develop swamps for the productions of paddy rice. The production of other food crops has been incorporated in the expansion of this popular program.

In Ghana Volunteers are assigned to agricultural and rural development programs at the grass-roots level.

Volunteers in The Gambia are working with animal husbandry and agriculture. These Volunteers are working to increase maize production by organizing farmers to use their land more effectively. As part of this effort, Volunteers are helping livestock owners apply better methods of animal husbandry.

Rural development workers in Senegal's Animation program quickly learn hunger has many causes. Peace Corps Volunteer projects assist communities in identifying health and nutritional problems; digging wells in drought stricken areas; using locally appropriate techniques for producing vegetables and small livestock; drying and storing foods; constructing fuel-efficient stoves; and setting up cooperatives to market any food surpluses.

In Niger, Volunteers helped launch a new agriculture project -- they developed six improved strains of okra, two new strains of tomatoes, and developed improved methods for providing comprehensive agricultural extension services through that nation's centers for the perfection of agricultural techniques.

There are currently 53 fish Volunteers in Peace Corps Zaire's Inland Fisheries Program. This program has been especially successful in that it has provided a culturally acceptable way to help directly meet the nutritional requirements of rural farm families and help increase their income.

At this point, let me say that the list of examples could go on and on.

There is no question that in the future, the Peace Corps will continue its strong commitment to address the problems of hunger, disease, poverty and despair on a world-wide basis. However, at the same time, we intend to place an even greater emphasis on the food crisis in Africa. We hope to respond better to the nutritional and food needs of that part of the world by assigning more Volunteers, particularly in food production projects.

Over the past decade, the economies of many developing African nations have been plagued by conditions that frustrate their development efforts. As a consequence, the development goals of providing their citizens with even the most essential human services, such as food, are difficult, to attain.

We intend to embark on a long-term commitment to village-based programs in western and central Africa. We believe there is a need to emphasize programs which would assist those countries in becoming increasingly self-sufficient in food production.

I am confident that such a Peace Corps effort in Africa would result in a substantial improvement in the quality of life of the peoples in these drought stricken areas.

President Reagan has recognized the special needs of some of the countries in the developing world by establishing an initiative on world hunger. (It is his purpose to give immediate help in feeding the people, and ultimately overcoming the conditions that inhibit food production in these nations.)

Peace Corps recognizes the special role it can play in this overall effort, particularly by promoting long-term improved agricultural practices at the local level.

The Peace Corps is committed to using and/or modifying existing local techniques which have already proven themselves in the field. Peace Corps Volunteers are needed to work on projects such as vegetable growing, fish pond development, potable water well construction, irrigation, poultry production, rabbit production, reforestation and soil conservation. Volunteers assigned to such an effort could be identified as "Food Production Volunteers" to distinguish this special initiative from on-going efforts. And Food Production Teams containing a broad mix of skills could be tailored to meet specific project needs.

Village-based self-sustaining teams focus on what Peace Corps does best -- working successfully at the grass-roots level where the problems are, helping people grow food for their own consumption, helping people help themselves.

We must, as President Reagan stated, "tap the stream of voluntarism that flows through our country like a mighty river."

We at the Peace Corps are committed to tapping this river of voluntarism and unleashing its mighty force on world hunger. Peace Corps has a proven record of accomplishment.

Thank you.

ADDENDUM TO PREPARED STATEMENT OF LORET MILLER RUPPE, DIRECTOR, PEACE CORPS

Most knowledgeable sources predict that by the year 2000 the world will face graver shortages of food than presently exist--unless mankind can devise ~~solutions to~~ the global balance of population and food. There are predictions of widespread hunger and starvation as agricultural growth continues to fall behind.

Throughout the developing world such predictions have already come true. Figures reflect a staggering reality. Six hundred million people face hunger on a daily basis. The results are disease, impaired physical and mental growth, and death, especially among children. Perhaps 12 million children die each year of starvation. An equal number die from disease brought on and aggravated by malnourishment. For the world, this represents a terrifying spectacle of suffering, social unrest and global tensions which threaten every nation on earth.

Thirty years ago, the nations of the developing world, as a group, were virtually self-sufficient in food staples. Today, they import 20 million tons of staples, may well import 50 million tons by 1985, and still they cannot hold back hunger.

The Peace Corps is working to increase agriculture production and address the conditions of malnutrition, infant mortality and starvation. This is why we feel it is so important to share with the Committee additional detailed information regarding Peace Corps programs, at the village level, directed toward alleviating hunger in the developing world.

AGRICULTURE

Farmers in developing countries have to contend with poor soil, inadequate water supplies, low quality seeds, and a lack of technical information. Poor yields are further diminished by the devastating effects of uncontrolled diseases and insects, rodents, birds, and bacterial pests. These problems directly and daily affect that part of the population involved in subsistence agriculture. The result is hunger, malnutrition, and related diseases that threatens each member of the family.

The following examples are just some of the many agricultural projects that Peace Corps is involved in:

Agriculture in Costa Rica has been the area of primary concern to the Costa Rican government. Peace Corps Volunteers have been involved in teaching improved agriculture practices through extension work at the community level. Efforts have been centered on basic grains, seed diversification, and animal nutrition, and most recently they have started a program in cacao production. This has led to a more successful and diverse agricultural sector as well as contributing greatly to the conservation of natural resources.

Women form two-thirds of the rural population in Kenya and provide 80% of the rural labor force needed for food production. However, they have in the past been by-passed by extension services. This situation has led to inadequate food production, malnutrition and low or no income for rural families which are composed mainly of women and children. Peace Corps/Kenya's rural women's extension agricultural project addresses the problem of food production. This project works exclusively with women farmers who produce subsistance food crops, as well as working to find income-generating activities. Close to 200 families have benefited through women's groups and 4-K Clubs by improving the standard of living. This has been done through better nutrition and through income-generating projects such as the sale of extra food, cash crops, and handicrafts.

In Upper Volta, Peace Corps currently has six Volunteers working in a USAID funded project as applied researchers and research assistants to SAFGRAD's (Semi-arid Food Grain Research and Development) team of experts. They assist the experts in conducting varietal trials at research stations and in the farmers' fields in order to develop appropriate food grain varieties adapted to local conditions and culture in the southwestern region of Upper Volta as a means of increasing rural villagers' protein consumption and income.

The Peace Corps has 13 Volunteers in Mauritania who are working to increase production, consumption and marketing of vegetables by reinforcing the agriculture extension services of the Directorate of Agriculture. Peace Corps Volunteers have established more than 100 village gardens totalling 300 acres and involving over 5,000 people. They have demonstrated the feasibility of extending the vegetable growing season by at least 2 months in all project areas and of actually growing some varieties of vegetables year-round in specific demonstration sites; they have performed variety trials on hundreds of varieties of vegetables; and have introduced new planting, transplanting, irrigation, harvest and drying techniques and demonstrated the feasibility of transporting vegetables to market.

The direct beneficiaries of this project in Mauritania are the rural farmers, the majority of whom are women. They benefit primarily from increased gardening skills, improved nutrition, and modest cash incomes. Indirectly the consumers of locally produced vegetables benefit from lower prices and increased availibility.

In Liberia Peace Corps Volunteers are assisting rural farmers in the development of upland rice fields and the construction and management of fish ponds. The fisheries program was initiated in 1980 with two Volunteers and is proving to be quite successful. Currently, there are sixteen Volunteers working in the fisheries program and Peace Corps has obtained increased ministry support for fisheries. Volunteers are also teaching basic agriculture techniques in rural schools.

Approximately 30-40% of grains produced in Tanzania are lost due to various factors such as infestation, improper handling while in transit, poor agricultural techniques, and poor storage facilities. Therefore, the Tanzania government uses valuable foreign exchange to import food necessary to maintain the population. Peace Corps/Tanzania's grain storage project is attempting to determine the actual causes and loses, to improve small farmer grain storage facilities, and to educate farmers in the use of insecticides and fumigants.

NUTRITION

Malnutrition remains the world's number one health problem. Throughout the world, it is the largest single contributor to child mortality. Malnutrition causes otherwise minor childhood diseases to become killers. It is estimated that two-thirds of the 800 million children now growing up in developing nations will contract sickness or disabling disease brought on or aggravated by protein-calorie deficiencies.

Not only does malnutrition cause suffering for millions, but it presents a serious obstacle to the economic development which would eventually relieve the suffering. Nutritional deficiencies have adverse effects on physical and mental development, on productivity, on the span of working years, all of which, in turn, critically affect the potential for economic growth. This describes one aspect of the "vicious circle" of poverty in which many developing peoples find themselves caught.

In many discussions with Peace Corps Volunteers, the following priority problems have been identified for emphasis in local populations:

1. Prolonged breast feeding--a year to two--is the single most important factor in preventing infant mortality in the tropics;

2. Sanitary supplementary weaning foods beginning by 6 months of age, when milk alone no longer meets infant nutritional needs;

3. Making up for the low levels of certain essential amino acids in cereals--lycine and methianine--by mixing them with beans or equivalent foods, in infants and growing children, where essential amino acid requirements are high;

4. Avoiding diets which are overly-dependent on refined starchy foods or sugar, including yams, plaintain, and cassava;

5. Getting colored vegetables or red palm oil in the diet to meet vitamin A needs--in areas where there are vitamin A problems; and

6. Getting more food into undernourished pregnant women.

The following projects are examples of what Peace Corps is doing in the areas of health and nutrition:

In Jamaica the Peace Corps currently has Volunteers working in health and social development (as rural community developers, health/nutrition educators, and vocational specialists). One particular nutrition program has yielded an estimated ten percent health improvement among mothers and children in five rural parishes.

Nutrition education in Niger is an outgrowth of the original health education program. Volunteers, working with Nigerian health workers, monitor the health and nutrition status of infants, provide nutrition and sanitation education to mothers, and work in centers where the severely malnourished are rehabilitated. Volunteers have introduced nutrition activities and improved woodstoves in 14 regional health centers; trained 64 traditional midwives in infant/mother nutrition; established hen houses and gardening activities in five centers; provided professional health/lab tech services in 12 medical facilities and helped to train 127 co-workers.

In Mauritania, the Peace Corps currently has 11 Volunteers working in Maternal Child Health (MCH) Care. The major activity of these Volunteers is to improve existing MCH Center services, nutrition education, developing preventative health education and community awareness programs in cooperation with the MCH personnel and communities. Volunteers act as social workers/health educators and are assigned to MCH clinics in rural Mauritania. Through home visits, lessons in the Nutrition Recuperation and Education Centers (CRENs) and child-to-child education they teach weaning practices, the importance of vaccinations, pre and post-natal care, hygiene, nutrition, etc. Volunteers also plan and maintain gardens in the MCH centers, oversee the building and setting up of safer water systems, and build Lorena stoves for sterilizing and cooking at the MCH centers. During 1984 mobile teams of MCH volunteers will trouble-shoot at the MCH centers.

From 1979-83 11 MCH centers have been upgraded by improvements to buildings and grounds. Thirty-two Mauritanian counterparts in 19 towns have received on-the-job training from Volunteers, thereby upgrading their technical and managerial skills. A national vaccination survey representing 5 of 12 regions of Mauritania has been completed and Volunteers have developed a home-visit record system which is currently being tested by 8 Volunteers in 5 regions.

Currently, there are approximately 39 Volunteers in Zaire working in the health/nutrition project. Over the past three years, the public health project has expanded and matured into a strong project aimed at improving the health situation in the rural areas of Zaire. Volunteers have produced manuals on village health organization in five local languages and developed training and reference materials on maternal/child health, project planning, water source development, immunizations, and nutritional survey techniques.

ORAL REHYDRATION THERAPY

In the developing world, diarrhea can be life-threatening and is fatal to one out of every ten children below the age of five. It is estimated by The World Health Organization (WHO) that acute diarrhea causes between 750 million and one billion episodes of illness each year in children under five. Dehydration resulting from diarrheal disease is the single largest cause of death among children in the Third World.

Until recently dehydration has traditionally been treated by administering intravenous (IV) fluids in a hospital or clinic. While IV therapy is an effective treatment for dehydration, it requires expensive, sterile equipment and must be administered by highly trained medical personnel. The hospitals and clinics where this technology is available are often inaccessible to people in rural villages.

Intravenous therapy is still the only treatment for the severely dehydrated or for those who are unable to take liquids orally. But the recent development of a simple, inexpensive oral solution to replace lost fluids nas meant a break through in the treatment of dehydration caused by diarrheal disease. This solution can be administered orally to replace the fluids and chemicals lost to the body during diarrheal episodes.

Using this solution, a program of oral rehydration therapy (ORT) can be easily explained and carried out by village health workers and does not require the highly trained medical personnel or sterile equipment that is required for IV therapy.

In June, 1983, the International Conference on Oral Rehydration concluded that eradication of infant death due to dehydration was of top priority within the international development community. In response to this conference, a collaborative agreement was recently signed between USAID and Peace Corps. The agreement provides $460,000 dollars in USAID funding to the Peace Corps Office of Training and Program Support for programming and technical assistance in ORT over the next two years. The monies will be used for training and programming support of Peace Corps field staff, Volunteers and their counterparts in the prevention of child diarrhea and dehydration and for the promotion of ORT at the community level.

Honduras, Guatemala, the Dominican Republic, Jamaica, Swaziland, Gabon, Philippines, Nepal, and Tunisia have been scheduled for assistance as part of the new initiative. Other countries may be targeted at a later date.

The funds provided by USAID will be used to train Volunteers and their counterparts in specific methods to increase awareness among community members of the causes and consequences of diarrhea and dehydration in children under five. Volunteers will be taught how to effectively prepare and administer an oral rehydration solution to prevent dehydration. They will then be taught how to teach mothers and local health workers how to prepare the ORT solution. Instruction will also be provided in child nutrition and health care as it relates to ORT and diarrheal disease control.

The ORT/Diarrheal Disease training activities are designed to promote widespread knowledge and application of ORT in rural communities. The goal is to integrate ORT as part of the services provided by rural clinics and primary health care workers.

The new Peace Corps/USAID agreement primarily focuses on training health Volunteers. However, it is also being made available to Volunteers interested in ORT as a complementary or secondary project.

This new initiative will provide training and material support for Volunteers and their co-workers to promote the use of ORT to prevent infant dehydration deaths. Volunteers and their counterparts can thus provide the link between the existence of this new technology and its application.

PREPARED STATEMENT OF DR. NYLE C. BRADY, SENIOR ASSISTANT ADMINISTRATOR, BUREAU FOR SCIENCE AND TECHNOLOGY, AGENCY FOR INTERNATIONAL DEVELOPMENT

Mr. Chairman, Members of the Committee:

You asked me to survey progress and prospects for alleviating hunger throughout the world. I am pleased to accept your invitation. It gives me an opportunity to describe why we at AID are optimistic, although cautiously so, that we are making a positive impact on the important problem of world hunger.

Eliminating world hunger is the central focus of AID. More than half of AID's development assistance budget goes for increasing food production and improving food consumption. AID also administers the $1.5 billion Food for Peace (PL 480) program. In a broad sense, most of what we do at AID is aimed at helping poor people earn more income. For most hungry people, earning more income is the key to having more food.

It is generally accepted that, globally, half a billion people do not get enough to eat. Figures on nutrition are too imprecise to determine with certainty whether the number of hungry people has changed over the last decade. Food production is increasing in most countries of the Third World. But so is population. The net result is that per capita food production has increased globally and in most developing countries. The major exception is sub-Saharan Africa which is, for this reason, receiving priority in AID's current programming. We know that over the three decades of the 50s through the 70s, life expectancy in the the poorest countries of Africa and Asia rose, on the average, from 41 years to 58 years and that good nutrition contributed to this increase. Death rates among children between the ages of one to four were cut by more than half over the same period and a major cause of such deaths is malnutrition. We, therefore, believe that progress is being made in addressing the hunger problem. However, there is much more to be done, and there are no instant solutions.

The Third World experience of the last 30 years shows that carefully planned and administered economic assistance, combined with the fundamental efforts of a government and its people, can establish a dynamic, self-sustaining food and agricultural system. U.S. assistance in the form of scientific and management expertise and of food and financial aid has made significant contributions to the creation of such systems in South Korea, Brazil, and Taiwan and to emerging self-reliance in India, Indonesia, and the Philippines.

AID's development experience over the last three decades also shows that dynamic agricultural growth is a necessary, though not sufficient, condition for broad economic growth that conquers hunger and malnutrition while permitting sustained improvement in per capita living standards. Equitably distributed economic growth will also bring about conditions to support an eventual decline in the population growth rate. However, this process may take as long as two decades. Effective voluntary family-planning programs enable countries to more effectively use other assistance resources. As a consequence, there is a decreased burden on other sectors of their economies.

The United States should play a central role in supporting efforts of the entire donor and international community to help developing countries achieve these goals.

Objectives

The objectives of U.S. food and agriculture assistance are to enable countries to become self-reliant in food, assure food security to their populations, and contribute to broadly-based economic growth. These broad objectives entail two major sub-objectives:

Increased food availability through:

- o Increased agricultural production, with an emphasis on increasing and sustaining the productivity, incomes, and market participation of small farmers, with special attention to food production;
- o Greater economic efficiency in the marketing and distribution of agricultural and food production, exports, and imports; and

Improved food consumption in rural and urban areas through:

- o Expanded productive employment and incomes of men and women who at present lack the purchasing power to obtain adequate food;
- o Increased awareness and incorporation of sound nutritional principles in the design and implementation of production, marketing, health, and education policies and programs, including improved access to, and utilization of, food for those at nutritional risk; and
- o Effective direct distribution of food from domestic or external sources to those facing severe malnutrition and temporary food shortages (i.e., a short-run lack of food security).

AID emphasizes five major, inter-related elements to accomplish food and agriculture development objectives:

1. Improve country policies to remove constraints to food and agriculture production, marketing, and consumption;

2. Increase country science and technology capacities to generate, adapt, and apply improved food production and utilization technologies;

3. Develop human resources and institutional capabilities to plan and implement food and agriculture development programs;

4. Expand the role of developing country private sectors in agriculture and rural development, and the complementary role of the U.S. private sector in assisting this expansion; and

5. Employ all available assistance instruments in an integrated manner, including provision of PL 480 food aid in a way that contributes to the other three strategy elements as well as meeting food security and nutritional needs.

I would like to say a few words about each of these elements.

Improve Country Policies

The success or failure of a country's development process depends heavily on its policy framework and desire to succeed. External assistance, while helpful and even critical in low-income countries, is never sufficient to achieve national food and agricultural development objectives.

- o As part of its development assistance programming, AID critically examines country policies affecting food and agricultural development and seeks to concentrate assistance in countries where an appropriate policy framework already exists or where there is evident commitment to improve.

- o AID analyzes the constraints to improved policies in countries where it provides assistance and engages countries in dialogue on policy changes intended to improve incentives and opportunities.

- o AID provides technical assistance and training to improve a countries' policy analysis and planning capacities.

As part of its effort to improve the quantity and quality of food consumption, AID will continue to integrate sound nutritional practices into the design, implementation, and evaluation of projects and programs. These activities include, but go far beyond, special efforts to correct specific nutritional deficiencies (e.g., vitamin A and iron). Nutritional considerations are included in dialogues on sector policies and in design of assistance for planning; policy analysis; agricultural research and extension; education and training; marketing and processing; and food aid and food security. A concern for nutritional implications is also included in the formulation of assistance for health services, potable water, and sanitation.

Increase Country Science and Technology Capacities

Science and technology helped the United States to become a global leader in agriculture. Increased productivity, which began in the late 1930s and early 1940s, was largely the result of public and private research and extension. U.S. land grant universities, the U.S. Department of Agriculture, and the private sector are rich in agricultural scientists, many with experience in developing countries.

The widely acclaimed "Green Revolution" — based on research that created new technologies for rice and wheat farmers — is an example of the high payoffs possible from research in the developing countries. Plant breeders developed the short-statured, stiff-strawed varieties that triggered the revolution. Other scientists developed fertilizer and crop and soil management practices necessary to exploit the genetic potential. As grain yields increased, farmers became more confident in researchers and extension specialists. Governments gained awareness and increased their support for agricultural research and extension. They also designed public policies that let the new technologies work.

Develop Human and Institutional Capabilities

Effective institutions are necessary to food and agriculture development. High priority is, therefore, given to strengthening institutions that give developing countries the capability to (1) generate and apply a continuing stream of innovations designed to increase agricultural productivity, (2) evaluate and adapt technologies transferred from developed countries and from international and regional organizations, and (3) provide support and backstopping for agricultural development programs.

Among the greatest needs in developing countries is the improvement of their capacity to develop and apply science and technology to solve development problems. The United States, among donor countries, can best help the developing countries meet that need. I shall use science and technology improvement as an example of programs we support.

To tailor the use of this expertise to the need, three general levels of food and agriculture research and development activities are pursued:

- o Those addressed to problems that are either country specific or that can be best resolved by relatively independent country program efforts.
- o Those addressed to inter-country problems that can be best resolved by collaboration among countries where the problems exist.
- o Those addressed to interregional or global problems, or both, which can be best resolved by setting up or supporting research centers that assure focus on major problems of many countries and usually in more than one region.

In this context, the Title XII universities are a major assistance resource. In specific circumstances, assistance may also come from other U.S. agencies, PVOs, and other private organizations or concerns.

The international agricultural research centers (IARCs) — the institutions supported by the multi-donor Consultative Group for International Agricultural Research (CGIAR) plus associated centers outside the CGIAR — provide an international research system that works on most of the major food crops and animals, food policies, and improvement of national research systems. Most of the centers are located in developing countries. Increasing attention is being given to major food crops which have received less attention in the past such as cassava, beans, and sorghum for human food.

Similarly, the Collaborative Research Support Programs (CRSPs) provide a means by which the talents of research scientists from the U.S. and developing countries can be mobilized to focus their collective talents on solving priority problems of common interest. Alert veterinarians on the Small Ruminant CRSP got credit for spotting a disease that could have cost Kenyan farmers millions of dollars worth of losses to their goat herds. Small Ruminant CRSP team members are studying the prolific genetic capabilities of sheep found in abundance in Morocco. This research has great payoff potential for sheep farmers in less developed countries as well as for U.S. sheep farmers.

Where possible, assisting entities collaborate in common theme networks to more effectively use available resources to alleviate food and agriculture problems. Such networking is a significant characteristic of many institutions that focus on the needs of developing countries.

Scarcity of financial and human resources makes it imperative to select research topics that will yield the greatest impact. Support of research and extension must be determined by needs, what others are doing, and what AID can do best. The Agency has identified six crosscutting concerns that will be given new or greater support in order that countries more effectively utilize their full range of available human and natural resources to improve food and agriculture development:

- o Sustained high productivity in relatively-favored natural resource areas, particularly in irrigated agriculture with emphasis on irrigation management.
- o Increased production in less-favored natural resources areas, particularly those areas characterized by excessive, deficient, or variable and unpredictable rainfall; acidic, saline, or low-fertility soils; or steep slopes.
- o Crop and animal protection (pre- and post-harvest) by most cost-effective and environmentally acceptable means.
- o Livestock in mixed range and farming systems.
- o Food and agriculture policy.
- o Institutional capability to generate suitable technologies and get them applied.

Expand the Role of Developing Country and U.S. Private Sectors

Private sector business enterprises, including farmers and manufacturing, trade, and service firms, account for the bulk of food and agriculture-related economic activity in many developing countries. Non-profit private and voluntary organizations (PVOs) also make significant contributions to food and agricultural development in many countries.

Given appropriate policy environment and the complementary support of public sector institutions and physical infrastructure, the private sector can constitute a dynamic, efficient, and innovative mainspring for food and agriculture development. Furthermore, most private sector rural enterprise in developing countries tends to be relatively small-scale and labor-intensive. Thus, it also has the potential for generating substantial employment and purchasing power for food and other necessities.

To achieve more active participation of the private sector, AID:

- o Engages in dialogue with governments on changes in policies, regulations, and programs to encourage and strengthen private sector development, including small and medium scale enterprise; and
- o Where appropriate, helps countries improve the efficiency of public and parastatal enterprises engaged in food and agriculture-related activities or help countries divest themselves of inappropriate or inefficient parastatals.

For example, in Bangladesh, an AID assistance program which started in 1978 resulted in policy changes where fertilizer is now handled through the private sector at wholesale and retail levels. Together with improved irrigation assisted by the World Bank and improved varieties developed in collaboration with international agricultural research centers, cereal production increased from 13 to 16 million metric tons over the last five years. The Agency has financed a study by Business International on private multinational companies providing services to small farmers. The arrangements offer to farmers technical information, assured markets, and, in some cases, access to credit and production inputs. Production and farmer income has increased in Thailand, Kenya, the Dominican Republic, Mexico, Sudan, Turkey, the Philippines, and Swaziland using this concept. AID is actively exploring opportunities to support additional projects like these where feasible.

Integrate All Assistance Instruments, Including Food Aid

In emergencies, national food security means that available food supplies can be quickly channeled to population groups experiencing severe food shortages to maintain normal consumption levels. In the longer term, the achievement of national food security means a country is self-reliant in food and agriculture. That is, the country's population is assured of a continuing, nutritionally-adequate food supply through increased domestic production, more efficient distribution, expanded purchasing power and international trade, and its own improved health and knowledge.

PL 480 Title I and Title III programs provide means of supporting policy reforms to stimulate agricultural and food production. AID has negociated self-help measures and local currency generation uses to this end. PL 480 agreements have become an increasingly important part of AID's policy dialogue. Further, in appropriate circumstances, Title I/III food aid can support the establishment of food reserves to enhance food security; reserves can help stabilize incentive pricing programs designed to support domestic food production.

In addition we have taken several steps to improve the nutritional impact of PL 480 Title II programs. The targeting criteria have been revised to assure that nutritional risk is a key factor in determining participation. We have improved selection of commodities to meet the needs of the recipients in producing effective nutritional improvements. Funds have been increased to improve storage, transport, outreach, and technical capabilities of the PVOs who carry out the programs. And we have improved monitoring and evaluation procedures to better assure development and nutritional impact.

PL 480 Title II programs directly alleviate hunger and malnutrition. AID will continue to emphasize the use of PL 480 Title II resources in programs that have greater nutritional impact, such as maternal-child health combined with nutrition education programs. The Agency will encourage PVOs to design and implement Title II programs so that governments and local communities eventually assume responsibility for the efforts or replace them with programs that increase production and incomes. Title II also can support human resource development and self-help efforts that increase the employment and employability of the lowest income groups.

AID's New Initiatives to Alleviate Hunger

In addition to the elements described above, the Agency is undertaking several new efforts to more specifically tackle the hunger problem.

Following on President Reagan's intiative at Cancun in 1981, AID has sponsored a number of Presidential Task Forces to assist developing countries improve their agricultural sectors. Insights and recommendations — from prominent experts who can communicate to the highest levels of government — have provided valuable support to ongoing AID programs in Egypt, Peru, Liberia, and Thailand among others.

The Agency is now drafting a strategic plan. The plan projects quantitative goals to be reached by the end of the century in alleviating hunger. Moreover, the strategy states that progress in overcoming hunger will be used as a criterion for measuring the success of AID development efforts.

And several approaches are being pursued to improve the survival of young children. One out of every ten children born in Third World countries dies from diarrhea-induced dehydration. A simple and inexpensive mixture of basic salts, sugar, and water, fed orally to a child, can reduce these deaths by half or more. Oral Rehydration Therapy (ORT) has become one of the fastest-growing AID programs with expenditures nearly doubling from FY 1983 to FY 1984. Nutritional awareness, including breast feeding and proper infant feeding practices, is supported by AID as a necessary complement to ORT and child health programs. AID also sponsors growth monitoring — periodic weighing of preschool children to target health care, supplementary feeding, and other programs. WHO estimates that 5 million infants and children die each year of diseases which are preventable by immunizations. Mortality rates among children of better educated parents are much below those of death rates of children born to less educated parents; education of women appears to be a crucial factor.

The Special Case of Africa

The increasing gap between food production and population growth in sub-Saharan Africa is creating massive human suffering. The population in these countries is growing faster than anywhere else in the world. If present trends are not changed, several countries will double their populations in the next twenty years.

Africa's agricultural development has been neglected. The difficult farming conditions of this tropical region are exacerbated by poor agricultural practices and recent deterioration of potential farm land due to dwindling fuelwood resources.

Much has been written about the failure of the Green Revolution to transfer to Africa. There are large differences between Asian and African agriculture. Available technology is inadequate for Africa. African research organizations devoted to food production generally are new, poorly financed, and lack adequate numbers of trained technical staff.

The U.S. is facilitating the coordination of agricultural research in Africa. In cooperation with other donors, we are supporting four regional research efforts. The most important of these is Cooperation for Development in Africa (CDA) which is supported by the seven major members of the Organization for Economic Cooperation and Development (OECD). The CDA agricultural research initiative is based on several concepts:

- Long-term (20 to 25 years) time frames;
- Focus on small farmers' problems;
- Stronger research linkages to extension and other agencies and countries;
- Alleviating administrative and technical manpower constraints; and
- More effective use of limited African and donor resources.

AID is making a major effort on the the CDA agricultural research initiative with an initial investment $50 million. Based on preliminary estimates, we anticipate that the U.S. will allocate up to $250 million over the next five years to develop agricultural research systems in the five major agroclimatic zones in Africa. This is in addition to the bilateral country and regional programs.

The three other research efforts are coordinated with CDA. They include the SADCC (Southern African Development Coordination Conference) program in southern Africa, the CIMMYT (International Maize and Wheat Improvement Center) program on farming systems research in eastern and southern Africa, and the OAU/STRC sponsored SAFGRAD project in west Africa.

For example, AID is supporting a regional sorghum and pearl millet improvement program for southern Africa. The International Crop Research Institute for the Semi-Arid Tropics (ICRISAT), in cooperation with INTSORMIL (the Sorghum-Millet CRSP) will recruit a team of seven to 10 scientists from disciplines related to sorghum and millet production. The team will be stationed in Zimbabwe.

A wide range of agro-ecological zones are within easy distance of each other in Zimbabwe. Sorghum and pearl millet are important there, too, and a wide range of important problems of the two crops exist in the country. In addition, a good research infrastructure already is in place in Zimbabwe, enabling a more rapid take-off for the project. The country also has good communications with other southern Africa countries.

The research team will establish common-themes linkages with national, regional, and international institutes to serve programs in other participating southern African countries. Appropriate facilities and support services will be provided.

INTSORMIL will complement ICRISAT's experience and capabilities in conducting regional research by providing degree-level training, technical backstopping, specialty staffing, and at least one of the team members. Thus, an international agricultural research center and a collaborative research program will cooperate closely with bilateral mission projects in serving country development objectives.

A project to strengthen national bean research in the highlands zone of eastern Africa is also being developed. The International Center for Tropical Agriculture (CIAT) will cooperate with the Bean/Cowpea CRSP on this effort. National programs in Uganda and Kenya will be the primary focus. The beans will be distributed to other collaborating countries in the highland zone. Project staff members will work directly with institutions with national responsibilities for bean research. Neighboring bean-producing countries or countries with a potential to produce beans — particularly Somalia — will be chief secondary beneficiaries of the project. But the results will be available to all interested bean-producing countries in sub-Saharan Africa.

At the present time, the Africa Bureau supports over 50 projects which include agricultural research activities as one of their components. The total life of project (LOP) funding for agricultural research components of these projects is approximately $235 million.

The Benefits of Foreign Aid

It is not inappropriate to note that as the U.S. helps developing nations in the fight against hunger, we also help ourselves. There are important tangible benefits to Americans.

The U.S. and the developing countries benefit by exchanging genetic materials, thereby widening the germplasm available to incorporate disease, pest, and other types of stress resistance into crop varieties and animal species.

Also, as countries develop, they are more likely to become larger and more reliable commercial trading partners with the U.S. Taiwan and South Korea are two of our successful A.I.D. "graduates." These countries, like graduates Brazil and Mexico, have consistently increased their exports to the U. S. and to other countries. They also increased imports from us. For example, we exported $2.1 billion in agricultural products to Korea in 1981. This exceeds the total amount of PL 480 aid provided to Korea between 1955 and 1979. By 1982 Korea imported $26 billion in goods, a 75-fold increase over its 1953 imports. This growth was accompanied by an 18-fold increase in per-capita income. If the industrial countries are able to maintain the momentum of economic growth and to continue cost-effective economic assistance to the LDCs, I envision additional graduates, like Korea, over the coming years.

A world where poorer countries and their citizens make economic progress — where people have more to eat and where there are opportunities for an improved life — is likely to be a world of more stable societies.

Prepared Testimony of Leonel J. Castillo, Chairman, National Committee on Minority Affairs, National Association of Social Workers

I am pleased to appear before you today to present testimony on hunger in the United States. My particular concerns, as the chairman of the National Committee on Minority Affairs of the National Association of Social Workers, centers around the reality that minorities feel the impact of hunger more acutely than any other group.

I also wish to say a few words about immigration and hunger.

My views are shaped by my membership in local Houston groups such as Houston Metropolitan Ministries which has run food programs for almost a decade, and by national groups such as Bread for the World.

Hunger and Minorities

There does not seem to be much doubt about the fact that minorities are disproportionately represented within those programs that dispense aid to persons in hunger.

The following statistics, while necessarily imprecise, can serve as indicators of the extent to which hunger is negatively impacting on minority populations.

- Infant Mortality Rate - The number of minority infants dying before they reach their first birthday in 1982 increased in 13 states.

  The gap between the infant mortality rates between white and non-white infants is still unacceptably high.

- Low Birth Rate	- Black infants have a L.B.W. of 12.5%. White infants have a L.B.W. of 5.7%. These account for 50% of all deaths during the first year of life.
- Poverty	- Among other things, poverty means having to go hungry. Since 1979 3,000 children have fallen into poverty each day. 1 in 2 Black children is poor. 2 in 5 Hispanic children are poor. 1 in 5 Native American and Asian children is poor.
- Growth Stunting	- Chronic Undernutrition. Significant differences exist between lower-class Spanish-surnamed children and their counterparts in higher socio-economic classes - SUCH COMPARISONS SUGGEST THAT GROWTH RETARDATION IS MORE A REFLECTION OF SOCIO-ECONOMIC FACTORS THAN OF ETHNIC-GENETIC FACTORS. - According to the Center for Disease Control, low income Hispanic children exhibited growth stunting at over 250% U.S. expected rate. Low income Native American children were found to be growth stunted at 150% of the U.S. expected rate.
- Anemia	- 14.3% of Black children are anemic. 16.3% of Hispanic children are anemic.

Your topic today of " Alleviating Hunger: Programs and Prospects", is timely.

This last recession posed a most difficult challenge which was not by a remarkable response on the part of voluntary groups. Over the past year over a million pounds of food were distributed in Houston alone. Nationwide the figure is undoubtedly at least 20 times higher.

Although the last quarter does indicate some lessening of the economic crisis, the lingering effects of natural disasters, steel layoffs, oil industry slump and border problems due to the devaluation of the Mexican peso,-- all indicate that hunger problems will be with us through the foreseeable future. It will take at least 5 years for the cities in Texas to fully recover from last year's freeze. Steel industry experts have said that possibly half the jobs in that area have been permanently lost and ex-employees should be retrained. The oil industry, a capital intensive industry, is inching its way back to pre-recession times.

Since the Mexican government continues to devalue its peso by 13 centavos on a daily basis, U.S. citizens along our Southern border can only hope the peso's slide down will stop at 200 to 1.

We have reconfirmed some notions as to the validity of government-funded programs in the hunger area.

The food stamp program has proven to be an excellent vehicle for providing needed assistance. The food stamp program's success could be heightened by an improved budget, increased staffing, and revision of regulations on eligibility.

Federal programs dealing with infants and with the elderly have proven their value time and again. Even small increases in funding yield big benefits.

In Texas the State Senate Committee on Hunger and Nutrition has done extensive work and I am pleased to present you with a copy of their interim report, which deals with specific actions and recommendations.

On the national level, groups such as Bread for the World, whose board I recently joined, and the Food Research and Advisory Center (FRAC), have done extensive analysis of these issues. They seem to conclude that we have the resources, the systems and the expertise to deal with hunger. All we lack is the will.

Immigration and Hunger

Much of the public confusion on the immigration issue arises from a misuse of the terms used to describe newcomers.

A Permanent Resident Alien, or Immigrant, or someone who comes legally with papers, is legally entitled to receive social service benefits. However, since immigrants are often the "best and brightest" of their country, they tend to be high achievers who rarely use U.S programs.

A Refugee is a person who comes to the U.S., with U.S approval, to escape persecution and oppression. These groups generally make use of services for a short time and then move quickly into successful roles in society. In recent years we have seen Indo-Chinese, Soviet Jews, and most Cubans make this transition.

An Undocumented Worker is one who is in the country without permission. Within this group are 3-6 million people, about half of whom are Mexicans. Most members of this group do not wish to come near public agencies unless they absolutely must. They are much more likely to appear at a church pantry program than a welfare office; a private doctor than a health clinic; a public charity hospital for a birth than for pre-natal care services. Most undocumenteds have no social service safety net to catch them if they fall off the economic tight rope.

Even if the Simpson-Mazzoli Bill passes, the undocumenteds will continue to come. Grinding poverty and civil strife will impel them. As they have more difficulty getting jobs, they will have to either return home or hope for temporary assistance from voluntary, private groups. In many instances, those from Central America will be denied permission to work during the time their petition for asylum is being considered. The end result of this is continued pressure to provide emergency aid.

In my opinion, the political and social realities of Mexico, Central America, South America and the Caribbean are such that we can expect a continued inflex of immigrants, refugees and undocumenteds for some time.

Conclusion

The effects of hunger and malnutrition in the U.S. are still being disproportionately felt by minorities. Hardest hit are the children, the elderly and single parent households.

But we have well-developed programs and mechanisms to deal with this — if we have the will to do so.

TEXAS SENATE INTERIM COMMITTEE ON HUNGER AND NUTRITION

NOTE: The following pages represent an interim report on the problems and proposed "solutions" outlined in the seven public hearings held to date by the Texas Senate Interim Committee on Hunger and Nutrition. The problems are listed on pp. 1-4. The "solutions" are listed on pp. 5 and 6. The "key" below will explain the source of each of the problems and "solutions" noted, and in cases where something was mentioned at more than one hearing, it is noted as as such.

KEY:

D	Dallas
W	Waco
B	Bryan-College Station
H	Houston
FW	Fort Worth
V	Rio Grande Valley

The abbreviation "DHR" refers to the Texas State Department of Human Resources which administers a number of food assistance programs, among them Food Stamps and commodities.

April, 1984

TEXAS SENATE INTERIM COMMITTEE ON HUNGER AND NUTRITION
INTERIM REPORT: PROBLEMS IDENTIFIED IN PUBLIC HEARINGS TO DATE: APRIL 1984

GENERAL	FOOD STAMPS	FOOD BANKS, FOOD PANTRIES, COMMODITIES	ELDERLY, MEALS ON WHEELS
1. Need for general education of public of where to go, how to apply for various assistance. (H, FW, D)	1. Food stamps do not last beyond mid-month. (FW, D, V)	1. Dependency on the food industry for salvage/surplus foods brings variance of quality/variety. (D)	1. Limited cash goes for bills before food purchases. (W, B, H, FW, D, V) a. Rent b. Utilities c. Medical
2. No solid network for all sources of assistance has been developed. (D, FW, V)	2. Food Stamp administration is not responsive. (W, B, H, FW, D) a. Not enough DHR staff b. Caseload too heavy c. Staff not properly trained d. Staff gives out incorrect information e. Staff does not fully explain regulations to applicants	2. All food pantries report significant increase in number of families serviced. (H, B, W, FW, D)	2. Accessibility of food sites complicated by lack of transportation. (FW, H, V)
3. The extent of hunger in Texas is not presently known. (D, FW, V)	3. Revision of Food Stamp regulations at federal level are too much and too often. (W, B, H)	3. Pantries provide food but not necessarily the necessary nutritional supplements. (FW)	3. Meals-on-Wheels (MOW) does not provide for special medical diets. (D, H, FW)
4. Various sources of aid have rules which tend to conflict and hurt those in need. (FW, H, V) EX: SS benefits increased, then Food Stamps are cut; or elderly or single relative moves into a family home to consolidate resources and reduce bills and their combined incomes disqualify them for assistance.	4. No provisions for immediate temporary assistance. (W, B, V)	4. Need for a daily sack lunch. (H)	4. Meals-on-Wheels has void in service. (H, W, B, D, V) a. No meals in AM or PM b. No service on weekends
5. Lack of nutrition education contributes to malnutrition. (FW, D, W, B, H, V)	5. Multi-application process slows things down and no provisions are made to expedite. EX: Joint application for AFDC and Food Stamps (H)	5. Pantries held responsible for issuing commodities to "ineligibles" has resulted in many withdrawing from programs. (H, FW)	5. Pride is a big issue among elderly when it comes to seeking assistance. (W, B, V)

PROBLEMS CON'T.

GENERAL	FOOD STAMPS	FOOD BANKS, FOOD PANTRIES, COMMODITIES	ELDERLY, MEAL ON WHEELS
6. Families of "marginal economic balance" cannot financially survive a crisis or unexpected expense. (D) EX: Food Stamps are delayed in arriving. Unusual, unexpected medical bill. High utility bill.	6. Education lacking by clients on: a. How to use Food Stamps b. How to coordinate Food Stamps with cash (W, FW, D, B)	6. Commodities program suffers from: a. too many regulations b. constant rule changes c. distribution problems (H, W)	6. No provisions in nutrition for medication which affects absorption of nutrients. (D)
7. No provisions for emergency, temporary assistance. (H, D, FW, V)	7. No provision for those on special medical diets who require more expensive food substitutes. (H, D, FW)	7. Commodity program is humiliating and undignified. (V)	7. Lack of mobility, either to walk, to grasp and open containers, or to shop, contributes to hunger and malnutrition. (B)
8. Limited cash spent on rent, utility bills and medical bills before it is spent on food. (W, B, H, FW, D)	8. Revision of Food Stamp allotment is slow in reflecting food price increases. (D)	8. Red tape and bureaucracy prevent public and private sector from working together to distribute food. (V, H, D, B)	8. Non-institutionalized elderly who live alone are likely to have incomes of $4,000 or less, have low motivation to prepare a meal and this results in declining desire to eat. (D)
9. Staffs of various programs do not refer clients to other food assistance programs because of lack of knowledge or not enough time. (D, H, FW, V)	9. Monthly reporting form does not indicate that a client needs to provide proof if they did not receive income that month. Yet people are cut off from stamps for not supplying this proof, and how do you get proof anyway that you received no income? (V)		9. Agencies don't receive enough funds to provide adequate transportation for elderly to get assistance. (V)
	10. If you have to wait for an appointment for Food Stamps, you receive stamps only on a pro-rated basis for that month, yet many times, due to bureaucratic details, your income for the entire month is counted against your benefits. (V)		10. Health clinics see many children with nutritionally deficient diets, (V, FW, D, H) and this affects both their mental & physical health.

PROBLEMS CON'T.

GENERAL	FOOD STAMPS	FOOD BANKS, FOOD PANTRIES, COMMODITIES	ELDERLY, MEAL ON WHEELS
11. It is very hard to get influential people to admit there is a hunger problem. (V)	11. Problems getting issuance of manual ATP's (H, FW, D, V)		
12. Obesity is a great problem in the Valley and diabetes is very prevalent. (V)	12. Many people do not know that expedited Food Stamps are available or that they have the right to request them, and caseworkers often will not make this information available to applicant. (V, FW, D, H)		
13. There is an increase of health problems that are a result of undernutrition and malnutrition. (D, FW, H, V, W)	13. People call in to Food Stamp offices for information and are put on hold for up to 2 hours. (H, V)		
14. Lack of mobility and transportation contributes to hunger and malnutrition. (B, V)	14. People hand in monthly reports on time, and are now even getting receipts and hand-delivering them, and are being cut off from benefits because DHR staff do not punch the reports into the computer on time. (H, V)		
15. Access to services rather than a lack of services is a major problem associated with getting the proper nutrition. (D, V)	15. Food stamp eligibility needs to take into account an applicant's other expenses like health, job hunting, school materials for children, etc. (V)		
16. Street People (H, D, FW) a. Many are mentally incompetent. They do not require institutionalization but they cannot make it on their own.	16. Stories of waste and fraud are blown out of proportion. (B, H)		

PROBLEMS CON'T.

GENERAL	FOOD STAMPS	FOOD BANKS, FOOD PANTRIES, COMMODITIES	ELDERLY, MEAL ON WHEELS
17. b. Now many more of the homeless are unemployed looking for any kind of work. They are scared and desperate.			
18. Unemployment goes hand-in-hand with malnutrition and health problems. (H, W, B, D, FW, V)			
19. Failure to report income, or part of income, is biggest area of fraud with food assistance programs. (H)			

TEXAS SENATE INTERIM COMMITTEE ON HUNGER AND NUTRITION
INTERIM REPORT: RECOMMENDED "SOLUTIONS" FROM PUBLIC HEARINGS TO DATE: APRIL 1984

GENERAL	FOOD STAMPS	FOOD BANKS, FOOD PANTRIES, COMMODITIES	ELDERLY, MEALS ON WHEELS
1. Nutrition education should be a part of many of the food programs. (D, W, B, H, V)	1. Establish an Older American food program similar to the WIC program whereby Older Americans could simply get food vouchers and purchase the right foods. (D)	1. Simplify guidelines and requirements for commodity distribution. (FW, W)	1. Establish a central food distribution location. (D)
2. Develop a standarized definition of hunger. (FW)	2. Mandate food stamps by food groups. (D)	2. Establish a central food distribution center. (D)	2. Transportation must be considered. (D, FW, V)
3. Complete a formal investigation of hunger statewide. (FW, B)	3. Consider expenses such as utilities in determining Food Stamp eligibility and allotment. (D)	3. Public sector should make situations easy and encourage private groups as much as possible. (B, H)	3. Ease Food Stamp regulations for the elderly. (D, B)
4. Establish an on-going educational campaign to eliminate ignorance of and inaccessibility to available services. (B)	4. Increase staffing of Food Stamp office for DHR, specifically case workers. (FW)	4. State pay a flat sum per meal to Pantries. (H)	4. Pay registered dieticians and nutritionists for home visits made under medicare/medicaid. (D, V)
5. Adopt a uniform state policy concerning nutrition and set a minimum standard for what is acceptable. (B)	5. Overhaul sensitivity of DHR staff. (H, V)	5. Consider a daily sack lunch of non-perishable foods issued from pantries. (H)	5. Require increased size of print on inserts into food packages. (D)
6. Establish a standardized reporting system and a centralized location to avoid overlapping or duplicated services. (B)	6. Develop program to resolve lack of transportation, utility costs, shelter. (H)	6. Establish a dignified system of distribution for commodities. (V)	6. Add a morning or evening Home Delivered Meal. (FW, H D, B, W, V)
7. Establish one-on-one approach with para-professionals in education. (W, V)	7. Require nutrition education with a food stamp program. (D)	7. Provide for assured home distribution of commodities to the elderly. (V)	7. Add home-delivered meals on weekends. (B, H, FW, D, V)
Develop a vegetable base protein versus a meat-based protein to eliminate high cost meat item. (D)	8. Increase Food Stamps to elderly significantly without penalizing the recipients for income level. (V)	8. Eliminate red tape so that food pantries can tie in with state and federal programs to meet the need. (V)	8. Homemakers for elderly need more clearly defined rules as to responsibilities and include preparing meals. (FW, H)

RECOMMENDED "SOLUTIONS" CON'T.

GENERAL	FOOD STAMPS	FOOD BANKS, FOOD PANTRIES, COMMODITIES	ELDERLY, MEAL ON WHEELS
	9. DHR should be mandated to liberalize structure, reduce complexity of forms, retire their regulation and manual writers, and fight Reagonomics and changes in Food Stamp regulations that eliminate Texans from the program. And DHR should not be allowed to pass the buck to USDA for all the problems. (V)	9. State and federal agencies should study successful food bank and food pantry programs. (V)	9. For home-delivered meals consider use of freeze dried foods developed by NASA delivered through mails and for a six day period. (W)
	10. Abolish monthly reporting. Request waiver from retrospective budgeting. (V, B, H)	10. Expand the variety of foods available for commodity distribution. (H, D, B, V)	10. Upgrade quality of foods including medical diet considerations. (H)
	11. Important to set out what the state's problems are with federal regulations and requirements. (V)	11. Coordinate distribution of commodities with food pantries. (V)	11. Noon congregate or home-delivered meal is often the only meal of the day. (H)
	12. During a disaster and emergency situation like in the Valley this winter, we should help all affected people who have a need, including those who are illegal aliens. (V)	12. For commodities, reduce income computation for medical expenses and increase administration for a more effective system. (V)	12. Increase funding for congregate and home-delivered hot meals. (V)
	13. Manual ATP's should be issued to a client when Food Stamps do not arrive on time. (V)		

FEDERAL FOOD PROGRAMS OPERATING IN TEXAS

Program	Recent Participation	Past Participation	Eligibles	Sponsors	Comments
SCHOOL LUNCH (TEA)	1,602,870 - 11/83 47% Free 7% Reduced 46% Paid	1,550,692 - 11/82 47% Free 7% Reduced 46% Paid	2,632,447 - 11/83 61% Participation 2,593,846 - 11/82 60% Participation	5,279 - Schools 11/83 5,346 - Schools 11/83 1,039 - Districts	Federal reimbursement in Nov. 83 was $21 million, up from $19.6 million a year earlier. Lunch participation and school enrollments increasing.
FOOD STAMPS (TDHR)	1,305,584 Indiv. 398,114 Households 12/83 12/83	1,350,370 Indiv. 409,034 Households 12/82 12/82	4,096,558 - 7/83 26% of state population eligible	Approx. 400 TDHR local offices	12/83 benefits total $56 million, down from $58 million a year ago. Current participation - 31.9% statewide. 26% of caseload (334,000) in DHR region 8-South Texas has very high participation in Harris County. Benefits average 48¢ a meal.
SCHOOL BREAKFAST (TEA)	439,057 - 11/83 82% Free 4% Reduced 13% Paid	423,455 - 11/82 82% Free 5% Reduced 13% Paid	2,632,447 - 11/83 17% Participation 2,593,846 - 11/82 16% Participation	4,965 Schools 11/83 1,023 Districts 5,009 Schools 11/82 1,008 Districts	Overall participation low; low-income participation high. Federal reimbursement in 11/83 was $5.3 million, up from $5.0 million a year earlier. State mandate keeps schools in program.
COMMODITIES (TDHR)	N/A	N/A	4,096,558 - Persons below 130% of poverty + schools + institutions	2,044 Schools + 100 other contractors	Surplus commodities for needy families available statewide. Other commodities available for schools + institutions. $162 million worth of food (181 million pounds) in State FY 83.
WIC PROGRAM (TDH)	170,114 - 12/83	Approx. 133,000 12/82	975,000	56 Local projects covering 124 counties - 12/83	Half the state - 130 counties still unserved. Statewide participation - 17% - of those eligible. Participation and coverage are greatly improved in past year. Federal funding $58 million in FY 83.
ELDERLY NUTRITION (TDoA)	Approx. 43,000 Daily - FY 83	Approx. 43,000 Daily - FY 82	1.9 million elderly by 1980 Census 341,000 low-income elderly - 1980	801 Congregate feeding sites plus home-delivery programs	Federal funding - $26 million in FY 83. $32 million - total funds program participation remains constant.
CHILD CARE FOOD (TDHR)	45,063 kids 35,956 in centers 9,107 in day		No. of kids in State	351 Center Sponsors with 762 centers 22 Sponsors with 2,029 family day homes	Family day care home portion of CCFP growing rapidly.

FEDERAL FOOD PROGRAMS OPERATING IN TEXAS

Program	Recent Participation	Past Participation	Eligibles	Sponsors	Comments
SUMMER FOOD (TDHR)	33,581 children 1983	31,743 children 1982	2.6 million (same as school lunch)	36 schools, local governments, + camps - 1982	Elimination of private, nonprofit sponsors in 1981 cut Texas program severely. Program badly under used.

33 sponsors
361 sites]-1983

Information updated as of January, 1984 available statistics

PREPARED STATEMENT OF GEORGE A. LAMB, M.D., DIRECTOR, PARENT-CHILD SERVICES AND COMMUNITY EPIDEMIOLOGY, DEPARTMENT OF HEALTH AND HOSPITALS, BOSTON, MA

My name is George A. Lamb. I have been a practicing pediatrician for twenty years, the last twelve of which have been providing care for the inner city poor children of Boston. I am Director of Family Health and Community Epidemiology of the Boston Department of Health and Hospitals, a faculty member at Boston University Schools of Medicine and Public Health and the Harvard Medical School. I am on the Pediatric staffs of Boston City Hospital and the Children's Hospital in Boston.

I speak before you today as a physician who is deeply troubled by a growing body of evidence; as the number of Americans living in poverty has increased, we are seeing a rise in adverse health outcomes among our most vulnerable population groups. I would particularly emphasize that these adverse outcomes are occurring in the poor, particularly the minorities, at a time when overall figures, such as the U.S. infant mortality rates recently released by Secretary Heckler, continue to improve. Indeed, the plight of the poor is worsening.

After years of progress in such areas as prenatal care and birth outcomes, we are now seeing:

- increases in infant mortality and low birth weight in particular geographic regions and populations;
- growing numbers of pregnant women who, because of limited financial resources, receive inadequate or no prenatal care;
- significant growth failure in poor children under six years of age

Relationship Between Poverty, Hunger, and Ill-Health

The relationship between poverty, hunger, and ill-health is well-established in experience and in the medical literature for the U.S. as well as for other parts of the world. We cannot allow overall national improvements in health status let us be complacent when smaller populations have worsening indicators of health.

On-going research by Dr. M. Harvey Brenner at Johns Hopkins University has documented the impact of unemployment on infant mortality rate; a generally accepted measure of a community's health status. His findings, drawn from an analysis of information from 1900 to the present, indicate that peaks in unemployment are followed by increases in infant mortality. More recently, the Massachusetts Department of Public Health found a relationship between poverty and health status in a 1983 survey of childhood nutrition. The survey collected information on 1429 children under the age of six from 20 Massachusetts communities. 10.5% of the sampled children whose families live below the poverty line ($8220 for a family of three) were experiencing chronic growth failure (as low height for age). This percentage was more than double that for those whose families' income were more than 200% of the poverty line. The study concluded that "the poorer the children are, the greater the likehood that they are suffering from chronic nutritional deprivation."

Given this relationship between poverty and ill health, it is distressing to note that poverty is increasing in our nation. There are currently 34.4 million Americans living in poverty--nearly 40% of them are children. For minority children, the numbers are even more stark: one of two black children and two of five Hispanic children live in poverty. For these poor children and their families, life is hard:

- Only half of the poor families in the U.S. receive AID to families with Dependent Children (AFDC). The average weekly AFDC payment is $24.31; Food Stamps add another 45¢ per person per meal.
- In 27 states, a household with an unemployed father cannot receive AFDC; in order to qualify for AFDC, the household must prove that the unemployed father has left -- a policy that encourages families to break up in order to get "help."
- Only 34% of the unemployed receive unemployment insurance.
- Only 50% of all poor children and women of childbearing age have health insurance of any kind. A study released earlier this year by the Children's Defense Fund reported that of 33 states collecting prenatal care data, 26 states showed an increase (in 1982) in the number of women receiving late or no prenatal care.

Relationship Between Prenatal Care, Nutrition, and Pregnancy Outcomes

Prenatal care and good maternal nutrition are major determinants of infants' health outcomes although the specific pathways of these effects cannot always be readily elucidated:

- A landmark study of all births in New York City in 1968 indicated that mothers who began their prenatal care in the first eleven weeks of pregnancy had an average infant mortality rate of 6 deaths per 1000 live births compared to 19 for the infants born to women whose first prenatal visit was at the twenty-eighth week or later (third trimester);

- The California Obstetrical Access Program, begun in 1979, provides prenatal, delivery, and post-partum care to low income women. Statewide results at the end of the firs program year showed that women participating in the program had 50% fewer low-birth-weight babies than comparable women not in the program;
- In Boston in 1982, 80.5% of mothers of full-term infants had received adequate prenatal care compared to only 69% of the mothers of prematures (birth weight less than 2500 grams);
- In a 1978 Massachusetts study of 4126 pregnant women who participated in WIC (Women, Infants and Children's Supplemental Feeding Program) for more than 6 months, there was an increase in mean birth weight of 110 grams, an increase in gestational age of close to a week, and a decrease in low birth weight incidence of 5% when compared to the same number of individually matched women who did not participate in WIC.

Unfortunately, many U.S. women and children are not receiving adequate health care and nutrition, temporally coincident with 1) restrictions in federal feeding programs such as school lunches and breakfasts, food stamps, and WIC 2) decreased availability of health care due to more restrictive Medicaid eligibility, less MCH support in the allocations via block grants to states, and decreased support to health care in improverished areas and 3) increasing unemployment and depeening poverty, especially in 1981 and 1982.

A recent study, conducted by Dr. Penny Feldman and others at the Harvard School of Public Health, documented sharply reduced access to health care among low income inner city women and children in Boston. From 1980 to 1983 she found that the number of pediatric visits to five Boston Community Health Centers dropped by 14% and the number of OB/GYN visits (including prenatal care) by 13%. During the same time funding for the MCH program in these clinics fell 70%, the number of self-pay patients rose 82%, and free care increased by 122%. For added emphasis, I would remind you that it is toward the end of this period that the Massachusetts Nutrition Survey found poor Massachusetts infants and children to be stunted.

Dr. Feldman's findings are quite consistent with an entirely independent study that I and my colleagues are currently carrying out in some fo the same areas of Boston.

We have correlated a drop in the number of Boston AFDC cases and increasing unemployment (in both cases close to 20%) to a similar decrease in the number of pediatric visits to the six neighborhood health centers and two hospital emergency rooms in the target area from 1980-1982. As these children "dropped out" of the health care system, the infant mortality rate rose by about 50%. We are currently looking at the levels of prenatal care and the causes of excess death among these infants.

These changes are extraordinary. Because they do not show in national rates, however, they are often explained as statistical artifacts. To me the consistency of these data is so compelling that I think we should act now rather than wait for more studies and more evidence of suffering, poor nutrition, and ill health amongst our poor.

Trends in Infant Mortaltiy and Ill-Health Among Children

Infant mortality is an accepted general indicator of a community's or nation's state of health and welfare. Even though the U.S. infant mortality rate has been declining steadily since the early 1900's (primarily due to improved sanitation, immunization, prenatal and infant care), there are striking disparities among population groups within our nation. Black infants, for example, continue to die at about twice the rate of white infants.

In 1982, the overall U.S. infant mortality rate of 11.2 deaths per 1000 live birth, placing us 16th among the nations of the world, was down from 13.1 in 1979. However, despite this general improvement, between 1981 and 1982 the infant mortality rate increased in 11 states (Alabama, Delaware, Iowa, New Jersey, North Carolina, New Hampshire, Nebraska, Oklahoma, Virginia, Utah, Washington). For white infants only, the rate increased in 9 states; for black infants, in 13 states. And the statewide data in fact may mask even more severe, increasing infant mortality rates in specific localities, as can be seen in the Boston data just presented. Census-tract-based reviews of infant mortality data have detected areas of high risk in Baltimore, Maryland and Detroit, Michigan, to cite but two other examples.

Low birth weight (infants weighing 2500 grams or less at birth) is a health indicator closely linked to infant mortality. Low birth weight infants account for nearly 75% of all deaths in the first year of life. Like the infant mortality rate, low birth weight is a sensitive indicator of a population's access to prenatal health care and to adequate prenatal nutrition.

In 1979, nearly 7% of all infants born in the United States were low birth weight. This is only 1.5% better than the [illegible] reported in 1950. Despite years of progress in neonatal intensive care and birth-weight specific survival, the U.S. still has the second highest rate of low birth weight infants among nine developed nations. (Children's Defense Fund, Children Living in Poverty, 1984). The gap between white and non-white infants is also distressing: 12.6% low birth weight for non-white infants, compared to 5.8% for white infants.

There are recent reports that the percentage of low birth weight deliveries is increasing among some low-income populations. A recent two-year retrospective record review, for example, carried out at the Nashville Metropolitan Hospital in Tennessee showed an increase from 8.5% low birth weights in 1981 to 9.4% in 1983. This is the first increase in low birth weights in that area in years. The gap between whites and non-whites was significant: 7.4% for white, 14.2% for non-whites. The hospital, which treats a high percentage of low income patients, reports a link between low birth weight and poverty.

In Roxbury, one of Boston's poorest neighborhoods, the low birth weight rates went from 12.1% in 1978 to 11.0% in 1980 but were back up to 13.0% in 1981 and 1982. The infant mortality rates paralleled these changes, decreasing from 25.6 per 1000 live births in 1978 to 17.6 in 1980, 14.7 in 1981 but rebounding to a startling 26.1 in 1982. I would emphasize tha these changes in poor areas are often masked by looking at national or even rates. We can not use arguments about the small size of sub-populations to avoid our responsibilities when we do find the worsening of health status. The consistency of the information from many small area studies indicates the reliability of the data and in my judgment puts the need for proof back on those who say the numbers are too small. Just as additional symptoms in a child allow me to make a more accurate clinical diagnosis, multiple supporting symptoms in a community allow us to make a more accurate diagnosis of community illness. Finally, the effects of the decreases in benefits documented previously are usually cumulative and seem to result from several holes in the so-called "safety net" rather than necessarily from one big glaring hole.

Nutrition and Growth Retardation

A number of recent studies conducted by hospitals and public health departments document significant numbers of children experiencing growth retardation. These children are either small in stature for their age, or underweight for their height, as determined by standardized growth charts. Larger than expected numbers of poor children are experiencing stunting (low height-for-age), and wasting (low weight-for-height).

- Of 413 children examined at the Boston City Hospital emergency room during one week in 1983, 14.4% were below the fifth percentile of growth;

- Of 1429 children studied by the Massachusetts Department of Public Health 9.9% were stunted, and 1% were experiencing wasting;

- Of 324 children screened at the Cook County Hospital in Chicago, 30.5% were below the tenth percentile of growth for height or weight.

A major factor in assuring normal growth and development of young children is adequate nutrition. Children whose growth is at risk respond positively when they are enrolled in the WIC program and receive nutritious foods. Let us note that it costs about $35 a month to provide a complete WIC nutritional package to an infant, compared to the approximate $1400 weekly bill for hospitalizing an infant for treatment of malnutrition; WIC is indeed a cost-effective investment.

In summary, from my health persepctive, there are troubling trends in our nation;

- Despite economic improvements, eight million more Americans now live in poverty than in 1979.

- Though the number of unemployed people is now going down, two-thirds of the unemployed receive no unemployment insurance.

- Approximately 21 million Americans do not benefit from the medical care system because of a lack of public or private health insurance (1978 figure). Indeed, according to the CDC's annual immunization survey of 1982 less than half of black pre-school children are adequately immunized against DPT and only 39% are immunized against polio.

The serious economic hardship of millions of Americans, and the mounting evidence of negative health outcomes -- infant mortaltiy, low birth weight, and growth failure -- sound a warning to us about poor children. We cannot, as a nation, afford to simply wait for more studies and more data - and more hardship.

Our nation has limited medical care for the poor and cut back federal nutrition programs, at a time of increasing need due to a recession. Now we are seeing deepened poverty and the signs of ill health which inevitably accompany it and which in turn deepen the poverty.

In 1980, the Surgeon General of the United States set a number of goals for the nation to achieve by 1990; among them are:

- no more than 9 infant deaths per 1000 live births, with no county and no racial or ethnic group exceeding 12;

- no more than 5% of all live births at low birth weight, with no racial or ethnic group exceeding 9%

- 90% of all pregnant women to begin prenatal care in the first trimester.

These are modest goals for a nation with the resources of the United States. But, at the present rate of progress, we will not meet them. Without restoring cuts and reestablishing services in crucial programs (child nutrition, maternal and child health care, food stamps and Aid to Families with Dependent Chidlren) we may well continue to undermine our children's health and our nation's future.

PREPARED TESTIMONY OF DANIEL E. SHAUGHNESSY, PRESIDENT, TCR SERVICES, INC., FORMER EXECUTIVE DIRECTOR, PRESIDENTIAL COMMISSION ON WORLD HUNGER

Mr. Chairman, other members of the Committee, I appreciate the opportunity to appear before you today at this important first Hearing of your Committee.

Personally, I have been involved in international development, trade, agriculture and food activities for over 20 years. My experience includes the past three years of representational and consulting work for various trade interests as well as 18 years of government service, during which I had the opportunity to deal with and manage a number of food related activities. Those assignments have included management of PL-480 and related food and nutrition activities in India for four years, supervision of food aid and related development programs in the Agency for International Development, direction of PL-480 concessional sales and export credit activities in the Department of Agriculture, and legislative staff work on agricultural matters and foreign assistance as part of the U.S. Senate staff. I also served as the Executive Director of the President's Commission on World Hunger and was assigned to the Secretary of State's office to help coordinate U.S. participation in the 1974 World Food Conference, with both of these assignments involving substantial attention to food, agriculture and foreign assistance matters.

The theme for this Hearing is "Progress and Prospects for Alleviating Hunger". In the context of international concerns, this theme raises the question,: "What have we learned about World Hunger"?

Well, I think that we have learned that we need to learn a great deal more -- but not so much about the problems of world hunger and poverty -- but rather, about the benefits that accrue to others and to ourselves, when we begin to solve those problems.

Hunger throughout the world affects us in many ways and the growing influence of international activities on political, economic and social interests within the United States has become particularly obvious in the last several years. The effects of these activities are widespread and significant in the daily lives of many Americans. The U.S. farmer now depends on buyers in other countries for sales of half of his grain production; trade relationships affecting such basic consumer items as textiles, automobiles, and electronic equipment are essential to Americans whose jobs depend on these sectors and to consumers concerned about the prices they must pay for such items.

Politically, the United States finds itself in a far different posture than that which it enjoyed at the end of World War II; and now, very few, if any major political decisions -- including those affecting domestic issues -- can be made without assessing their impact on other nations and the relationships the United States maintains with those countries.

Socially, Americans are constantly exposed to the culture and tradition of other countries; tourism, both on the part of Americans traveling abroad and foreigners visiting the United States, continues to thrive, and references to events and activities in previously little known countries such as Afghanistan, Chad, Zimbabawe, or even Grenada, are common in the U.S. media.

Yet, this exposure to international activities apparently does not contribute enough to a more thorough understanding of the effects of those activities within the United States and their importance to the U.S. economy, its security, and the quality of life in general, in our country. Knowledge about the need to assist other countries in alleviating hunger and helping them with their growth and development activities and to trade with them, as a component of our own national self- interest, appears widely dispersed and confused. Helping other countries with food, hunger and trade problems is often seen only as an altruistic activity, and not as something that is also good for the United States. Yet the record shows that assisting other countries to become viable members of the international community is in our best interest, both in economic terms and as a factor in international security.

We live in a world today which needs to know more about itself. And we live in a country which needs to know more about that world. Just as important, the nations and people of that world need to realize to a far greater degree than is now the case, how much they need and depend upon each other.

The theme of this Hearing is world hunger -- a very real and tragic problem; yet, one which, in its very existence, demonstrates that international dependency I just mentioned. There is no more vivid nor poignant demonstration of that dependency than one human being providing food to another.

However, as I just noted I fear that here in the United States, we have come to view that dependency as one-directional. We tend to think of ourselves as always being on the giving end. And yet we have a real self-interest in that giving -- and if we recognize that self-interest, we will find that we are also on the receiving end.

By the year 2000, the world will have 1.5 billion more people to feed than today, a number almost 7 times the current population of the United States. Each year the world must feed and clothe 90 million more people. While the absolute number of additional people to be fed is an important determinant of future needs, so is their geographical distribution. Most of the additional people -- 93 of every 100 --

will live in the lower income developing countries. Additional global food requirements will be enormous -- some 40 percent more in 2000 than in 1980, just to maintain average consumption.

Left unattended, the economic conditions of the developing world can pose a threat to our own secruity. A contented United States cannot live unscathed in a world of hunger and economic depression. Nor can the United States live unharmed in the world of unrest and unstable governments that these conditions create.

Therefore, it is necessary to modify the thinking that perceives threats only in a military sense. A desperate Bangladesh between the nuclear capabilities of China and India could be a major threat to world stability; a doubled Mexican population, much of it living in abject poverty, within the next 20-30 years, is a direct concern for most Americans; millions of African refugees in search of food and security are not awed by military strength -- they are beyond that. In short, it must be understood that peace, security, and international economic stability are all factors related to the elimination of hunger.

For economic resiliency -- especially food security -- is the cornerstone of effective national strength and world leadership. Americans today are much more aware of this hard truth than ten years ago, when few recognized the degree to which the United States and other industralized countries had become dependent upon imports -- in our case, imports of oil. Now, however, the interdependence of nations and the issues that divide them, takes on far greater meaning. But of greater significance than simply recognizing divisive issues, is the identification of those goals which can lead to broader understanding of national and international security, and thus, to hope, order and progress. It may well be that U.S. action on its food, trade, and development policies, are among the most important and viable opportunities in this regard.

There are hundreds of millions of people in the world today, who suffer extreme poverty, who are badly malnourished, and who do not receive enough food. Many do not survive, particularly young children, and many die of hunger or hunger-related diseases. I believe that this growing mass of humanity, with little or no voice in the policies and decisions that affect their acquisition of basic necessities, are a direct threat to American security.

Obviously, this is not to suggest that the hungry of the world are about to attack the United States. But the inability to sustain economic growth is among the most destabilizing forces in the world today. Widespread hunger and poverty can breed a despair which makes any risk seem worth taking if it promises some hope for a better future. As a result, it is certainly more than coincidental that poor and hungry nations turn up so often on the lists of the world's political flash points.

Thus, the United States has a duty, both to those in need, and to itself, to understand, to a far greater degree, why we must play a major role in global economic policy and in so doing, get at the problem of world hunger. In this context, we must realize that providing foreign assistance and sustaining trade relationships are essential to our own interests as a nation. Yet, an understanding of this concept hardly appears to be shared to any extensive degree, by a majority of the American public. Many people fail to realize the importance to our economy of combating world hunger, or of the value of promoting foreign trade or assisting in foreign economic development. They fail to realize the degree to which the decisions or actions of other nations impact the U.S. economy.

In 1960 international trade accounted for 10 percent of the U.S. Gross National Product (GNP). Today it accounts for 25 percent of the GNP. One out of 6 jobs in manufacturing is associated with exports, and one-third of U.S. corporate profits derive from international trade and investment. Today 70 percent of U.S. manufactured goods are now effectively in international competition either at home or abroad.

At the heart of this lack of understanding is the inability of the American public to perceive a great deal of self-interest in providing aid to combat hunger throughout the world -- whether through special trade relationships, economic aid, security assistance, or even on occasion, humanitarian aid.

Of particular relevance to these concerns and to this Hearing is the opportunity that does exist for broader public support and understanding of trade and assistance activities, simply be equating them with other vital areas of national interest. One such area is the field of agricultural trade and exports of food to those who need it. Few other forms of assistance offer such real and immediate opportunities to demonstrate that self-interest which is so essential to a wider understanding of why it is important and of value to he United States to eliminate world hunger.

For example, we no longer can consider domestic farm policies in a vacuum from the world in which we live.

Agriculture and the entire food system are greatly dependent today on the performance of the global economy, and conditions in world markets, many of which are in the developing world.

Twenty years ago, farm exports were not all that important. Today, they are absolutely crucial to the survival of American agriculture. One of three acres produces for export. Almost a third of farmers' income came from foreign markets last year -- that's double what it was just a dozen years ago.

Assets in U.S. agriculture amount to nearly $1 trillion, an amount equal to almost 90 percent of the combined assets of all manufacturing corporations in the United States. The value of these assets, with the economic activity generated by farm products through the economic network, makes the food and agricultural system the nation's largest industry and employer.

But, the dwindling percentage of the nation's population engaged in production agriculture -- itself a reflection of our food system's efficiency -- far understates the importance of agriculture to this nation's economy.

Our food and agricultural system remains, in many respects, the most basic and important sector of our own economy. Our food chain, from production on through processing, distribution, and marketing, to the end consumer, accounts for 22 percent of the nation's total employment.

In 1982, U.S. farmers contributed $71.3 billion to the GNP. By the time this was consumed, other sectors of the industry added $556 billion to its value, in effect generating $8 for every dollar's worth of product from the farming sector.

I mention these figures because it is in the light of these impressive facts this nation must consider its own food and farm policies, and how they relate to world hunger, to trade and to development assistance policies -- for in the interests of world economic development and stability, it is vitally important that we share our agricultural and other resources with the world's poor and hungry.

As an example, food aid is one of the most readily available and least costly forms of both humanitarian and development assistance -- and, wisely used, can contribute to rather than interfere with the receiving country's eventual ability to feed itself by its own production or commercial trade.

Further, food aid can pay for itself. Recent studies by USDA show that, taking into account savings in costs for farm price support and surplus crop storage, the net cost to the American people of donating agricultural products to the world's most hungry people is negligible. USDA has determined that the indirect benefits outweigh the costs. In some cases, the cost-balance to the U.S. Treasury is less than zero -- there's a net gain to the economy, of $2 for every $1 of food sent overseas. The multiplier effect of such farm exports, especially of value- added exports, as noted in USDA's Economic Research studies, prove the increase in economic activity, jobs, and tax receipts -- and corresponding reduced deficiency payments and lower carryover stocks.

This happens because whenever we increase food aid, otherwise idle farmers and workers are growing, processing, milling and shipping that food. Instead of paying tax dollars for deficiency payments, for storage, and for unemployment benefits, the U.S. Treasury would be collecting added taxes on new income.

For example, every time we export $1 million of wheat under P.L. 480, it generates $5.42 million gross output, employment for 143 workers, increases personal income by $1.54 million, and generates $326,000 in additional tax revenue. However, if this same $1 million of wheat is processed into flour, the return to the economy will be even greater:

(1) There would be additional gross output of $8.84 million, for a total of $14.26 million.

(2) There would be additional employment of 192 people for a total of 335.

(3) There would be additional income of $1.91 million for a total of $3.45 million.

(4) There would be additional tax revenue of $451,000 for a total of $777,000

Many of the countries we assist or have assisted with foreign aid programs are already important customers for our food -- they buy 40 percent of our farm exports. If they could afford to, they would buy more. By trading with them and by helping them sell to us, we aid them. Both sides benefit, and trade is helping the economic development of many countries.

I have concentrated on these matters today, not with the intent of neglecting the plight of the world's poor and hungry; but rather, with the intention of generating support for those activities that will assist them -- in a suitable and equitable manner. In this regard, I believe it is essential to demonstrate to the American public, its elected representatives and those involved in national policy development, the importance of continued U.S. involvement in international activities, particularly, in the areas of trade and economic development, if we are to eliminate hunger. Of special importance is the necessity to show that U.S. involvement in development assistance and other forms of economic aid is extremely important to our own economic, security, political and social interests, as well as to the important task of assisting the poor and hungry of the world. We do care about them and we must assist them -- but it is entirely appropriate to remember that in providing that assistance, we also help ourselves.

I mentioned earlier that we live in a world today which needs to know more about itself; and that we live in a country that needs to know more about that world. Our task now is to foster and further that knowledge, in order to publicize and bring into self-evidence those benefits which we all receive from helping one another.

PREPARED STATEMENT OF JOHN RAISIAN, EXECUTIVE DIRECTOR, PRESIDENT'S TASK FORCE ON FOOD ASSISTANCE

Good afternoon, Mr. Chairman, and Members of the Committee. My name is John Raisian. I was Executive Director of President Reagan's Task Force on Food Assistance. The purpose of my testimony is to summarize the findings and recommendations of this Task Force.

Our efforts began on September 27, 1983. The Chairman of the Task Force was Dr. James Clayburn La Force, Dean of the Graduate School of Management at UCLA. Twelve other members were appointed to the Task Force by the President. This Task Force conducted its business until it final meeting on January 9, 1984, when findings and recommendations were discussed and voted on. I would like to mention at the outset that the findings in our report were unanimously approved and 23 of the 25 recommendations approved were also unanimously approved.

The executive order that created our task force instructed us to "...analyze federal and other programs intended to render food assistance to the needy and make recommendations...with respect to how such programs may be improved." We were mandated to submit our findings and recommendations within 90 days of our inception. During this period, we held hearings in seven cities around the country and heard from hundreds of witnesses including program participants, program administrators, soup kitchen and food bank operators, medical researchers, religious leaders, and elected public officials. All political persuasions and viewpoints were represented. Besides the full hearings, Task Force members conducted their own site visits. We genuinely attempted to solicit information from anyone willing to assist us in our investigation.

While our mandate was to study food assistance programs, we found it impossible to separate such an examination from the public's concerns about the degree of hunger that exists today.

Before one can say something about the extent of hunger, one is forced to operationally define "hunger," for the term clearly means different things to different people. We confined ourselves to two working definitions: (1) a kind of clinical malnutrition, and (2) a social problem referring to an inability, even occasionally, to obtain adequate food and nourishment. In the latter sense of the term, hunger can be present even when there are no clinical symptoms of deprivation.

What evidence is there of clinical hunger in our country today? The U.S. does not have the kind of continuous national nutritional monitoring system that could give a complete answer to that question. However, for many states, the Centers for Disease Control (CDC) continuously monitor two vulnerable groups of individuals: children and pregnant women who use public health clinics.

Indicators related to nutritional intake suggest that the incidence of malnutrition among these groups has steadily though moderately declined over the last several years. Furthermore, the national infant mortality rate (sometimes used as a nutrition indicator) has been declining steadily in the U.S. over the last 30 years, even during the recent recessions. From these indictors, it would seem that clinical malnutrition in this country is at least not a growing concern.

But witnesses before the Task Force would generally speak to a broader concept of hunger; that is, the inability to obtain adequate food and nourishment. Our findings in this regard are similar to what many others have found: There is hunger in America. But it is an impossible task to quantify it. If hunger could be measured, I have to think that the necessary statistics would have been gathered long ago. Unfortunately, excessive and, in the end, counterproductive claims have been made on both sides of this issue. Those who are hungry and in need of assistance do not benefit from discussion and dissent over measurement issues. Instead, discussion is focused in the report on how to solve the practical problems we face. Any amount of hunger is too much and represents a serious social problem. We all agree that we as concerned citizens have a duty to continue to seek effective ways to aid those who are less fortunate among us.

In studying the problem, we have found several groups of concern, each having diverse problems and particular needs. First, there are the traditional poor, including the elderly and single-parent households. Second, there are the new poor who have slipped into poverty as a result of extended spells of unemployment. Third, there are the homeless or street people, who often suffer from tragic problems such as mental disabilities, or drug and alcohol abuse. There is no single, simple solution to the complex problem faced by these three groups of people.

We have also found a strong social commitment to aiding those in need. This commitment goes well beyond the federal programs. In our hearings, we repeatedly heard inspiring stories about the hard work and ingenuity that Americans put into private food assistance. These private organizations deal compassionately with specific individual problems and emergency needs in a way that state and federal programs simply cannot. Their efforts are particularly essential for homeless people, who often can be reached only through their services.

The social safety net is, quite properly, composed of federal, state, local, and private efforts. The Federal Government offers the important advantage of its ability to tax equitably across all areas of the country to support needy persons in the poorest of areas. However, large scale national programs require administrative systems and regulations that are by their nature relatively inefficient in meeting specialized or local needs.

In our report, we have tried to emphasize that needs are diverse and that a safety net of both public and private efforts is essential. Our major focus, however, was on the federal programs. The nation's level of commitment to federal food assistance programs is extensive--there are 13 major programs and federal expenditures exceeded $19 billion in 1983. Less than 15 years ago, the Federal Government spent less than $3 billion a year (expressed in 1983 dollars).

Even with this extensive effort, the Task Force has suggested areas where the federal safety net could be strengthened.

The weaknesses in the safety net, however, are not really new. Problems have been exacerbated by recent recessions. However, placing blame for all of our problems on Congress or the current Administration is simply not warranted.

As you well know, many changes in food assistance programs were enacted in 1981 and 1982. These changes were the topics of much discussion at our hearings. As a result, we took care to examine closely the available data in order to assess the impact of recent changes in the major food assistance programs on the amount and availability of benefits to low-income households.

In the Food Stamp Program the principal change affecting eligibility was the elimination of households with incomes greater than 130 percent of the poverty line. We have examined the effect of this change with the data that the Census Bureau utilizes to calculate poverty rates. We find that participation rates among families with incomes below the poverty line--the program's primary target group--were not affected. If anything, participation rates within this group have increased a bit. The effect of the changes was to reduce participation among families with income levels above the poverty line.

There have also been some reductions in benefits for participants in the Food Stamp Program. The principal reduction resulted from delaying the adjustment of benefits for changes in food prices between 1981 and October of last year. Additional reductions include basing food stamp allotments on 99 percent instead of 100 percent of the Thrifty Food Plan; reducing the earned income deduction from 20 percent to 18 percent; pro-rating benefits in a recipient's first month in the program; and rounding down benefits to the nearest dollar. Now that the freeze is over, the remaining benefit reductions are relatively small.

In the school lunch and school breakfast programs, the major changes have been reductions in the level of subsidy for full-price and reduced-price lunches and breakfasts, and a minor tightening of eligibility for reduced-price lunches.

Free lunches and breakfasts are still available to children in poverty households, and in households with incomes up to 130 percent of poverty.

The Task Force was able to use the Census Bureau data to examine recent trends in the number of students from poverty households that receive free or reduced price school lunches. Our findings with respect to the school lunch program are similar to those for the Food Stamp Program; they confirm that the receipt of free or reduced-price school lunches has not fallen in recent years for children from families with incomes below the poverty line. Participation among children from families with income above the poverty line (who generally are not eligible for free lunches) has declined somewhat.

Our analyses of these major programs indicate that program changes enacted in recent years have had the intended effect of limiting program growth but not cutting participation among the most needy families.

I would briefly like to review how some of the remaining food assistance programs have changed.

In the Child-Care Food Programs the number of subsidized meals per day has been reduced, and restrictions have been placed on reimbursements and eligibility. Despite this, meals subsidized under these programs are about the same as in 1981, and are 22 percent higher than in 1980.

The Special milk Program is no longer offered where other school meals are subsidized.

The Summer Food Program has been limited to lower income areas, and restrictions have been placed on the kind of sponsor that can operate the program.

The WIC program has continued to grow. Since 1980, cases served have increased by 30 percent and spending has increased 60 percent.

Commodities distribution has increased remarkably, due mainly to the new Special Commodities Distribution Program. Approximately $200 million worth of commodities was distributed in 1980; in 1983 the amount was about $1.3 billion--more than a six-fold increase.

In sum, we find that while a few of the smaller programs have been cut substantially, on balance, the availability of food assistance for low income households and the level of benefits has not been reduced.

While recent program changes do not appear to be the sole cause of current problems, the Task Force found several shortcomings in current food assistance programs and has made detailed recommendations addressing these problems.

--The asset limits in the Food Stamp Program were judged to be unrealistically low for many of the new poor and it was recommended that they be liberalized.

--We were told that the homeless still find it difficult if not impossible to obtain food stamps in some areas despite the enactment of federal regulations intended to prevent it. It was recommended that this situation be remedied at once.

--There is no justification for basing food stamp allotments on anything less than the full value of the Thrifty Food Plan and a return to basing these allotments on the full value of the plan was recommended.

--It was judged that the error rate in the Food Stamp Program is out of line with those observed in other programs. Stronger incentives for states to improve administration were recommended.

- --We have found that the elderly and disabled often face particular problems with the Food Stamp Program. To facilitate their participation, it was recommended that the program be cashed out for these groups or at least that they should be permitted to use food stamps to purchase prepared meals.

- --As mentioned earlier, there is currently no mechanism for obtaining a comprehensive and accurate reading of the current nutritional status of our citizens. The Task Force recommends that better information be gathered with respect to the nutritional status of our nation's households.

We believe these recommendations will benefit many recipients of food assistance, and many who are not now receiving assistance.

I would now like to turn to two of our broader recommendations. These recommendations are to allow optional autonomous food assistance programs run by the states, and to study new ways of defining poverty.

Our recommendation for autonomous programs stems from several basic findings:

First, people's needs and the circumstances they face vary from region to region, and state to state. A program with uniform national standards of eligibility and benefits simply cannot be tailored to meet the needs of all people.

Second, a uniform national program cannot attempt to meet specialized needs without adding more complicated deductions and questions on the application form. This increases program complexity and administrative burdens.

Third, high error rates result from the existing structure of federal programs because states are not fully responsible for errors.

We believe that allowing the states the option of running programs--with full and guaranteed federal support--could help to reduce these problems. The essential features proposed are as follows.

- The program is optional to the states; any or all existing programs may be included.
- The program would continue to provide full federal funding for benefits and state administration.
- Funding would be indexed to be responsive to changes in the size of the state's population in need and inflation. Funding could be adjusted throughout the year as economic conditions change.

We have attempted to address some of these very basic and difficult problems that have been presented to us by many people. Even though some, or dare I say many, individuals may disagree with our specific recommendations, I would only hope that we all can agree that the problems they are designed to address do warrant serious consideration and should not be dismissed.

The deepest and most difficult problems faced by everyone who deals with the federal safety net programs, are the questions of what is an adequate amount of assistance, and who should receive it. Ultimately the answers to these questions must rest on our moral, political, and economic judgments. However, we need to obtain a solid factual foundation for these judgments. We need to give serious study to the question of what constitutes poverty and to how trends in poverty can be measured.

We believe it is possible to obtain much better information on the meaning and measurement of poverty. Such information could tell us how the cost of living changes for poor people; what level of income is necessary to achieve an "adequate standard of living;" what proportion of income poor people can reasonably be expected to spend on food; and how the cost of living varies from one area to another.

Better measurements will not automatically answer the difficult questions that must be faced; however, informed judgments will yield a fairer system that should improve services for the needy.

PREPARED STATEMENT OF DAVID L. GUYER, PRESIDENT, SAVE THE CHILDREN

Mr. Chairman, distinguished members of the House Select Committee on Hunger, it is a real privilege to be able to join you on the occasion of your long-awaited inaugural hearing.

My name is David Guyer, and I serve as President of Save the Children, a 52-year old nonprofit, self-help community development and child assistance agency working in poor communities in 38 countries on 5 continents, including, I might add, in 5 regions around the United States. Copies of Save the Children's most recent Annual Report are attached to my written statement for your information.

I am also here today wearing another hat. I serve this year as Chairman of the American Council of Voluntary Agencies for Foreign Service, which for 40 years has provided a forum and association for the major American nonprofit organizations working in development assistance, relief, refugee and migration programs around the world. I am pleased to be able to announce today that the American Council has just concluded a merger, to become effective on July 1, with its sister organization, Private Agencies in International Development, a much newer, though more broadly based association of many smaller private and voluntary organizations (PVO's). In its new, unified incarnation, our association will represent over 130 PVO's working on human assistance programs internationally. These organizations spend their time and resources working directly with the poorest of the poor -- to the tune of nearly $1.5 million in the past year. They have also been for a long time the primary means through which Americans interact with the issue of hunger, and are responsible for channeling much of their concern, which, in pure dollar terms, amounted to more than $1.1 billion in private contributions last year. We have, therefore, a unique perspective on the issues being discussed here today, both in terms of years of hands-on experience addressing the short and long term solutions to the problems of hunger, and in catalyzing support for these efforts. All of us in the PVO community are watching the work of this Committee with great interest, and are looking forward to working with you as you pursue the tasks ahead.

Mr. Chairman, this is a day for which many of us have waited, hoped, and worked for, for a long time. On behalf of our diverse community of PVO's, I want to commend you and express our deep appreciation for the work that you, along with many other Members of Congress, undertook to make the Select Committee on Hunger a reality. There are also two other members of this Committee whose special and extraordinary efforts I'd like to highlight. Mr. Gilman, who since even before the days of his work as a member of the Presidential Commission on World Hunger has dedicated himself wholeheartedly to bringing these issues before the Congress and the American people; and Mr. Hall, who played such an important role in paving the way for the creation of this Committee. They both deserve our special tribute.

Finally, I bring you greetings from a friend of many of ours, John Denver. As you are well aware, John has for many years devoted much of his time, energy and talent to ending hunger, and worked very hard to make the Select Committee a reality. John is right in the middle of a 64- city concert tour of the United States, singing to literally hundreds of thousands of people. At each concert, he speaks with the audience about hunger and the opportunity to end it, and sings his now famous song, I Want To Live. John asked me to pass on to you here today his appreciation and support for the work you are doing.

This, I believe, is an indication of the real significance of the work you are undertaking here today, and will be carrying on throughout your deliberations. People are watching. More people will soon be watching. Among other things, they will be watching to see if this Committee is going to be just another futuile gesture, or whether it will actually seek to break through -- to make a real difference. The Select Committee on Hunger has the opportunity to help catalyze Congressional and public attention and activism around an issue which will otherwise remain on the back burner. Failure to take full advantage of this opportunity will not just be a waste of time and money, it will actually set us back by reinforcing the apparent hopelessness of tackling the issue. This must not happen, and I am confident that it won't.

I have been asked to focus my testimony today on the international side of the hunger issue, but in doing so I must make it clear that Save the Children's work and commmitment is both at home and abroad. We were founded in 1932, during the Great Depression, where we created the nation's first hot lunch programs and built the one-room schoolhouses. Today, we are still working with poor families in Appalachia, with farmers in the Arkansas Delta, in the bombed out jungles of the lower east side of New York, and with Native Americans around the country. The communities in which we are working in the United States are generally in no better shape than those in what we call the developing countries. In fact, in some cases they are much worse, and much more difficult to get a handle on. I'm thinking particularly of conditions in parts of the rural south, and on American Indian reservations where the cycle of dependency is so deeply imbedded it seems impossible to try to pry it loose. So I want to emphasize our support for the focus of the Committee's work on both domestic and international hunger. As Save the Children has learned over the years, these are not really two separate problems, to be treated in isolation from each other. The problems and principles involved in both are fundamentally the same.

In preparing this testimony, I could easily have hauled out all the shocking statistics about the nature and scope of hunger in the world. I could have brought you anecdotes, horror stories and success stories, along with stories illustrating the humanity and dignity of those who are hungry. But I did not. All day today, you've been hearing the statistics, the horror stories and the success stories. You've heard about the progress that has been made, which is significant, and about the potential for more progress to come. I won't repeat them. You've heard about the important work being done by many voluntary, governmental and international organizations, and about the even more important work being done by the people of the developing countries themselves. I won't repeat that either. Finally, you've heard about the challenge for the present and the future. This is where I'd like to focus.

The challenge ahead is not primarily one of technological innovation or increased global agricultural production. It is not one of sifting through the libraries of brilliant research and analysis to find the "right" answers. It is first and foremost a problem of education, motivation and mobilization.

Let me put it very simply: No matter how good, how well planned and implemented, no matter how successful at a village level our anti-hunger and development assistance programs are, we are not going to make a real dent on the planetary level until hunger becomes a burning issue for our society. Until death by starvation becomes something we as a planet declare to be fundamentally unacceptable, it will remain as much a part of the human condition as death and taxes. Just as slavery was finally eradicated when we got to the point at which we were no longer willing to live in a world where our fellow human beings were items of property, so too the slavery of hunger will be ended when we finally stand up and say "NO".

This process won't happen by magic. Nor will all the social, political, economic and technological reforms required happen on their own. They will happen when there is no other choice, and that is the direction in which we are moving today -- only most of us don't know it. We Americans tend to live with blinders on. We believe that we can continue to travel down our own road without regard to what goes on in the world around us. It is quickly becoming clear that this is not the case -- that all of us are in the same boat. In the long and no so long terms, it is not us or them, as the lifeboat ethics proponents would assert. It is us and them if any are to survive.

The Select Committee on Hunger has a potentially invaluable role to play in bringing about this needed shift in thinking, and in raising the level of the dialogue on hunger to the point at which the society, including your 529 colleagues here in Congress, must sit up and take notice. To this end, I would like to be presumptuous enough to offer you some recommendations:

1) DON'T REINVENT THE WHEEL. In general, you are not experts on the complex of issues relating to nutrition, development and their associated disciplines. Nor should you be. Extraordinary learning already exists in all of these areas, and although much more is always needed, I don't believe the Select Committee should become simply a study group for interested Members of Congress. The potential is so much greater. Similarly, while there is always the need for another forum to debate the merits of the programmatic and policy choices being made by our government, you should not try to focus your work on reevaluating domestic or international nutrition programs, or on the specific line items and provisions of the foreign aid bill. In contrast, you can and should address yourselves to broad, structural issues which generally cannot be fully explored in Committees charged with producing legislation. Questions relating to the forces at play in the shaping of development assistance policies, and possible models to

help bring these policies in line with the goal of ending hunger, are critical ones you ought to be asking. Fundamentally, though, there is one question which overshadows all others, and which ought to be central to all you do: "What must we do to give ending needless hunger the kind and level of priority it will take to seriously seek and find solutions?"

2) BE CLEAR ABOUT THE ROLE OF THE UNITED STATES. Credit must be given where it is due. We are not going to end hunger for the people of the world. Our aid programs, public and private, and our pressure on the governments of other countries are not the ultimate solutions. Of course we have a role to play, perhaps even an essential one. But the truth is that hunger is being ended, and must be ended, by the hungry people themselves. It is those people whose children make up critical statistic we call the Infant Mortality Rate who are the freedom fighters in this struggle. In countless villages around the world, poor people are organizing themselves, taking responsibility for their own lives, and working to improve them.

3) LOOK TO THE SHORT AND THE LONG TERMS. Both are required. In the near term, the rate of infant mortality, perhaps our best single indicator of the prevalence of hunger, can be dramatically reduced through the use of simple, inexpensive techniques such as those discussed this morning by Jim Grant: making hunger visible through the use of growth charts, combatting diarrhea caused by dehydration with sugar and salt solution, encouraging mothers to breastfeed, and immunizing children against the six major killer

diseases. These techniques, along with the 3 "F"s: the use of food suppplements, attention to family spacing and perhaps most important, education for women and girls, could cut the infant mortality rate by as much as two-thirds over the next 10 to 15 years.

Also in the short term, some food aid may be useful --yes, even essential-- to stave off impending famine. But it is not a panacea, and sometimes it does more harm than good to the struggle for self-sufficiency. Like most seemingly simple answers, reliance on food aid -- even in situations such as the current one in sub-saharan Africa, is deceptive and dangerous. It is dangerous not just for its impact on the development process itself, but also for its impact on the way we think about hunger. Food aid is principally a Band-Aid, and yet our natural tendency is to think of it as a cure. "People are hungry. We have food. We must feed them." This myth of food aid as a cure for hunger prevents us from looking beyond it to causes and long term solutions. One could even go so far as to say that for the Select Committee to focus on this kind of food assistance is to perpetuate in the minds of the public and the Congress the idea that in fact we can do nothing more than provide Band-Aids. Don't misunderstand me -- I'm not suggesting that Band-Aids aren't important or necessary, but simply that to maximize the beneficial effect of the work of this Committee, a broader focus is needed.

4) FOCUS ON PRIVATE INITIATIVES. In the macro-level and strategic debates about governmental policies, competing theories, trickle down, trickle up, trade deficits and international financial

systems, the role of private citizens and private organizations is usually overlooked. I spoke a few minutes ago about the fact that it is hungry people themselves who are most involved in the fight against hunger. It should follow, then, that if *we* are to fight hunger effectively we must find ways of supporting these freedom fighters. This is very difficult to do through governments, which generally have to deal with other governments. It is difficult to do on a large scale, since people operate on a very small scale.

One effective way, however, of reaching the people we are speaking about is through private and voluntary organizations. These organizations are much more than "charities" which fulfill our moral obligations to help others by providing relief and sustenance. They are in fact frequently the only way to have an impact on economic and social systems on a micro-level -- at the grass roots. PVO's, both American and indigenous to the developing countries, are engaged around the world in innovative small-scale projects aimed at helping poor people to achieve self-reliance and hope for a better tomorrow. In addition, PVO's provide an essential link between the people of the developing countries and the people of the United States, and are in large part responsible for whatever constituency does exist for development assistance programs. Finally, their long experience working in different cultures in many remote and isolated parts of the world provides a unique and important perspective in the dialogue leading to the formulation of U.S foreign poicy. The Congress has several times recognized the importance of voluntary assistance to the Third World, and has mandated increased U.S. government support for

PVO activities. Yet still, because PVO's are so dwarfed by the giant structures of government, and because they operate on the micro rather than the macro level, they are generally left out of the mainstream of the debate. We believe this is a big mistake.

The Select Committee should make every effort to take advantge of the experience and expertise of the voluntary agencies working on hunger and its associated problems, and should involve them in all aspects of its work. It may be useful to hold a set of hearing specifically adressing the role of voluntary agencies, and what can be done to enhance their effectiveness.

Before I close, let me return to a point I consider absolutely essential if this Committee is to be the success it can be. It is very easy, when looking at the complex of issues surrounding the hunger problem, to become entrenched in the morass of confusion and controversy which surounds them. Each of us has a more or less firmly held set of beliefs about the causes, effects and solutions of hunger. We tend to spend a great deal of the time we have together pairing off and debating the relative merits of our respective positions. Our discussions focus on finding the right or the wrong approaches to the problem. We find ourselves polarized into a number of camps, unable to make much progress in our dialogue. This polarization only serves to reinforce the commonly held perception that hunger is a hopelessly confused tangle of issues impossible to unravel and the response of most of us is to throw up our hands and walk away.

We don't treat ending hunger as a serious, manageable proposition, like we treated, for example, our goal of putting a man on the moon. All but those of us quickly labeled as "naive idealists" are secure in the knowledge that hunger is and always will be an inevitable part of the human condition. This, I believe, is a self-fulfilling prophecy. If we operate as if the persistence of hunger is inevitable, we will not take effective action to end it but will be content with making gestures to appease our moral obligations. After all, why should we go all out attempting a hopeless task?

This Committee can, I believe, help us break through the polarization and stagnation, so that we can truly get on to the business at hand.

Let me conclude by summarizing: Hunger, which needlessly takes between 13 and 18 million human lives each year can be ended, and within our lifetime. In fact, it is being ended, principally by the hungry people themselves. We in the United States have an essential role to play in catalyzing support for this process. In order to successfully fill that role, ending hunger must become an issue of highest priority in the political and policy debate our democracy is constantly engaged in. In the words of the Presidential Commission on World Hunger, the creation of sufficient "political will" to eliminate hunger is a fundamental requirement if we are to succeed. The Select Committee on Hunger has an important role to play in creating this political will, and it is on this effort that its deliberation should be focused.

I deeply appreciate the opportunity to be with you today on this historic occasion. I look forward to continuing to work with you and the members of the Committee's staff throughout your deliberations.

[From the Christian Science Monitor, June 18, 1984]

New unity for humanitarian groups

Private US organizations plan merger to channel aid to third world

By Victoria Irwin
Staff writer of The Christian Science Monitor

New York

CARE. Save the Children. Oxfam America. Overseas Education Fund.

These four groups are examples of private and voluntary organizations (PVOs) that channel their energy into helping third-world people. They bring food to famine victims in Northern Africa and work with refugees in Southeast Asia. Rural housewives in El Salvador established a tomato-processing cooperative with the help of a nonprofit agency. Student exchange programs between developing countries and the United States are sponsored by another.

Until now, these agencies have been allied under two umbrella organizations: the American Council of Voluntary Agencies in Foreign Service and Private Agencies in International Development. Now the two organizations are set to merge, after more than a year of talks and planning. The new organization, which does not have a name yet, will enable PVOs to speak with one voice on development and aid issues, to share information, and to mix the best of the two organizations, say those involved in the merger.

These nonprofit, nongovernmental agencies are playing an increasingly important role in foreign aid from the United States. This year PVOs will receive $286 million from the US Agency for International Development (AID) — a sum that comprises more than 14 percent of its foreign-aid budget. They also receive funding from the US Agriculture and State Departments. Private donations to some 160 organizations registered with AID totaled more than $1 billion in 1983. Though some PVOs have been questioned in the past on how their dollars are spent, they are considered to be very cost-effective — both by the US government and the general public.

"US-based PVOs represent the human face of our bilateral foreign-aid program, because these PVOs are the people-to-people link between the United States and so many developing countries," says Sen. Claiborne Pell (D) of Rhode Island, who supports expanding the role of these groups. "Organizations such as CARE, Catholic Relief Services, Church World Service, Save the Children, and Foster Parents Plan International have made an enormous contribution over the years, by not only improving the quality of lives through the provision of basic serices, but also by contributing to a better understanding between donor and recipient."

The merger combines the more traditional, better-funded ACVA (American Council of Voluntary Agencies in Foreign Service) with the newer, more

Please see **MERGER** next page

creative PAID (Private Agencies in International Development). Much of the impetus came from PVOs who were members of both groups and found duplication and a need for more exchange between the groups.

"There is no question that the community of PVOs is much stronger if it is united," says Peter J. Davies, executive director of Meals for Millions. "We can be much more effective in telling our story to various constituencies." Those constituencies include the White House, federal agencies, Congress, foundations, churches, corporations, and the general public.

Some of that constituency agree with Mr. Davies.

"I believe this merger is a great leap forward by [the members of] the PVO community because it represents a sincere effort . . . to pool their resources and focus their efforts on a realistic agenda," says Senator Pell. "That can only serve to strengthen the PVO community in the long run, because they can speak with one voice, something which is very important in Washington."

"What happened was that two organizations were running in parallel directions," says David L. Guyer, president of Save the Children and chairman of ACVA.

ACVA has concentrated more on operational issues such as food distribution and migration and refugee programs. PAID was made mostly of agencies devoted to assisting development in third-world countries, and educating Americans to the impact of such assistance. Many groups are involved in a cross section of these activities. All work with the US government and the private sector.

Not all private agencies favored the merger, particularly those that specialize in migration and refugee issues under the American Council. Since such agencies meet almost weekly and handle the bulk of US government contracts for resettlement efforts, the ACVA staff is experienced and works smoothly with these agencies. Leaders in the new organization say these agencies will still have the staffing they need.

"Yes, we will join [the new organization]," says Wells C. Klein, executive director of the American Council for Nationalities Service, which helps immigrants in the US. He voted against the merger, which he calls "a bit precipitous." If the new organization meets the special needs of the refugee and resettlement community, the agencies will "all be quite happy," Mr. Klein says. But "we reserve the right to reevaluate any association."

Leon Marian, executive director of ACVA, wonders whether there will be enough money and unity among a very diverse group to keep the new organization alive.

"If enough agencies stand on the side lines [deciding not to pay membership dues], there could be a disaster," he says. But Mr. Marian says he does "totally endorse" service to a wider community of PVOs.

Leaders in the merger movement are confident that PAID and ACVA members will join, and they hope to recruit new agencies. The new organization will have special standing committees on specialized areas: development assistance, development education, material resources, migration and refugees, public policy and federal relations, and fund raising.

CARE

CARE distributes kettles to Cambodian refugees in Thailand

Exhibit 7 [illegible]

Save the Children

Save the Children
1983 Annual Report

Save the Children.
54 Wilton Road
Westport CT 06880 USA

The year 1983 marked the beginning of Save the Children's second half-century of operation. From modest origins providing community health services for Appalachian victims of the Great Depression, the agency has grown to become one of the largest organizations of its kind. It has won recognition as a leader in community development here and abroad. Today, Save the Children provides technical and financial assistance to children and their families in communities in 37 nations on five continents. In addition, the agency responds to the needs of victims of war, civil strife, or natural disasters.

These pages present a progress report on the agency's worldwide programs during the fiscal year that ended on June 30, 1983, as well as a comprehensive overview of the organization's unique approach to community development.

Save the Children is a voluntary, nonsectarian, nonprofit private agency largely dependent on direct contributions.

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Marjorie Benton visits with children in the Inner Cities Program, New York City.

Chairperson's Letter

To Friends of Children Everywhere:

Since our beginning in the worst days of the Great Depression, we have seen our agency grow dramatically. In the past 10 years alone we have expanded our work from 18 to 37 countries, from serving thousands to hundreds of thousands of children, their families and their communities.

This growth has been possible because of the overwhelming increase we have experienced in private and public support. This past year alone was an extraordinary one for Save the Children. Public support and revenue for the year totaled nearly $34 million, the highest in Save the Children's history and an astounding 49% increase over the previous fiscal year. This enabled us to allocate a record $27 million to program services, compared to $18 million only a year ago.

The significance of these figures lies not in the record financial growth they reflect but in the benefits they were able to provide children and their families — mothers who have hopeful reasons to expect their children to survive past the age of five — fathers whose improved crops yield an income above the subsistance level — and children who are experiencing their first contact with a classroom. These are the real yardsticks by which we can measure the progress we are making.

And progress like this is the result of many people's labor — our skilled professionals who provide the technical assistance and training in the most inaccessible parts of the world; our community volunteers whose contributions of time and resources multiply our financial support; our dedicated support staff working tirelessly out of our Westport headquarters; and our loyal Board of Directors and Advisory Council who are always willing to donate their time and share their expertise. It is the combined effect of all those components that is key to our progress and crucial to our success.

But you should know, we will not grow complacent. Our past accomplishments will provide the stimulus for attacking the problems of poverty that remain unsolved. With the continued cooperative effort of every member of the Save the Children family, we will face those challenges — with hope, with determination, with confidence for the future.

Marje Benton

Marjorie C. Benton
Chair
Board of Directors

David L. Guyer with children in the Philippines.

A Message from the President

Fifty years ago Save the Children began far more than a program to help ease the suffering of families caught in the crushing grip of the Depression. What we set forth then was the foundation for a process, a philosophy that would grow and guide our efforts not only in the hills of Kentucky, but anywhere in the world.

Over the years we have matured as an agency and we have built upon that foundation. We now have a system which we formally refer to as Community Based Integrated Rural Development — CBIRD, for short. It is a more sophisticated, more systematized way of operating than what we followed in our early days. Yet the principles have never changed: Working together, and with the right tools, people want to, and can achieve for themselves the solutions to problems that hinder their children's development and plague their existence.

In Kentucky in the 30s, parents told us that one of their most urgent concerns was that their children have enough to eat. Save the Children listened and helped launch what was to become the model for the federal school hot lunch program. Other models came out of those hills — for day care programs, and for cooperatives where parents could pool skills and resources to produce products for sale. The net effect for those parents — and for the many others who have followed their examples — has been the economic strengthening of their family units as well as their communities.

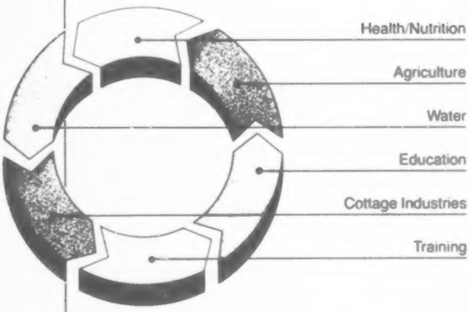
As we continue to expand into new areas of endeavor and into new countries, we repeatedly test the soundness of our CBIRD approach. We have found time and time again that it works, and works well.

In the remote Himalayan kingdom of Bhutan, for example, where we are nurturing a fledgling program, villagers are encouraged to pinpoint their problems and ways to solve them. Already they have agreed that access to the outside world is most important, and work has started on a mountain road. This beginning will be followed by other improvements. In the newly independent nation of Tuvalu in the outer reaches of the Pacific, a comprehensive water catchment system covers eight atolls. And our work continues in areas of political sensitivity such as Gaza and the West Bank, Lebanon and Israel, and throughout the turbulent Central American area.

It has indeed been a banner year in all respects. We all may feel proud of our accomplishments. By working together we have succeeded not only in making life better for hundreds of thousands of children, but we have done it in a way that has preserved and enhanced the pride and dignity of their parents.

David L. Guyer
President

Lebanese school children.



1983: The Year in Brief

Program Highlights

By every yardstick, 1983 was by far the most active year in Save the Children's history. Breakthroughs in our fund raising efforts allowed us to mount our most ambitious program of assistance for impoverished children and their families.

As feasibility studies got underway in Zambia and Malawi, the agency's work in Somalia took on new dimensions. Save the Children has been approached by UNHCR to be responsible for the permanent settlement of 13,000 refugees in the Qorioley area. And in Ubaque, Colombia, where most families depend upon tiny farms for survival, Save the Children, with funds from a private foundation, has established a model farm.

Although the core of Save the Children's activities from year to year is ongoing community self-help development programs, the agency retains the flexibility to respond to special human needs arising from war, civil strife and natural disasters.

In Lebanon, once again the scene of indescribable human suffering, Save the Children's staff of 50 Lebanese nationals, representing every constituency, continued to respond to the needs of their fellow countrymen.

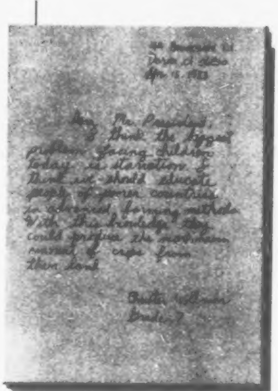
Save the Children, the largest American-based private voluntary organization operating in Lebanon, was able to route convoy after convoy of relief supplies to the south and north, as well as to encircled West Beirut. Our ten permanent health centers and two mobile health clinics operated continuously throughout the country.

In the United States, heavy rains and snowstorms marooned thousands without food, fuel or drinking water on the 25,000 square mile Navajo reservation. Save the Children responded immediately with a variety of relief efforts, including the use of 4-wheel drive vehicles to transport supplies to isolated families.

Significant recognition of the agency's efforts came in the award of a $4.5 million three-year matching grant by the U.S. Agency for International Development (AID). The largest such grant ever given a private voluntary agency, it will be used by Save the Children in 26 countries.

"Someone Like Me" — a "hands-on" children's exhibit — brings the Third World closer.

A Save the Children Day Letter to the President.



Dear Mr. President,
I think the biggest problem facing children today is starvation. I think we should educate people of poorer countries in advanced farming methods. With this knowledge they could produce the maximum amount of crops from their land.

People and Events

The poet Khalil Gibran has written, "You give but little when you give of your possessions, it is when you give of yourself that you truly give." For the thousands of Save the Children volunteers around the world, these words are a philosophy of life. Their support of our agency is truly priceless, for not only does it encompass fund raising activities that enable our community development and relief programs to continue to expand, it often includes technical and professional assistance that is invaluable.

Volunteer activity began with the very young — with school children who wrote more than 20,000 letters to President Reagan on the biggest problems facing children today in celebration of the sixth annual Save the Children Week, April 25-May 4. These letters, along with personal statements from 75 young people from across the country who came to Washington to participate in the annual observance, were delivered to the new House Select Committee on Children, Youth and Families, urging worldwide cooperation to solve the problems of children around the world.

In cooperation with Teachers College, Columbia University in New York City, Save the Children produced a multimedia exhibit entitled "Someone Like Me" to involve viewers in the monumental task of helping Third World countries in their struggle against poverty and hunger. The exhibit uses a "hands on" approach to demonstrate how much Americans take for granted, and underscores the fact that young people can make a difference by taking action to address the problems that afflict so many of their peers in every part of the globe. After the opening in New York City at Teachers College, the exhibit moved to Princeton, New Jersey, the Franklin Institute in Philadelphia and is next scheduled for the Capital Children's Museum in Washington, D.C.

Save the Children's new quarterly magazine, *Lifeline*, continued to examine issues of importance in development. Among the themes covered during 1983 were the role of children in development, food and agricul-

Rafiq B. Hariri receives the Distinguished Service Award from Senator Charles Percy.

American Indian sponsored child, Collette Lockwood, testifies at the first official hearing of the Select Committee on Children, Youth and Families.

ture, the critical importance of water and crafts production.

One of the most active groups supporting Save the Children is the Fairfield County (CT) volunteers. Their efforts during the fiscal year included a holiday poinsettia sale, a radio auction and a dinner dance, which raised a total of nearly $18,000. Just as important were the more than 10,000 volunteer hours contributed by 65 individuals, ranging in age from senior citizens to teenagers, at the agency's Westport headquarters.

A number of special events held throughout the year resulted in $193,000 of income and substantial publicity for Save the Children's work. To mark the close of its 50th Anniversary year, Save the Children hosted a Distinguished Service Awards Luncheon in Washington, D.C. to honor two individuals who made extraordinary contributions to the restoration of war-torn Lebanon. The honorees were Rafiq B. Hariri, Chairman of OGER International, and Ralph P. Davidson, Chairman of the Board of Time, Inc. and organizer of American Corporate Aid to Lebanon. Vice President George Bush was the keynote speaker with senators Charles Percy and Claiborne Pell, 50th Anniversary vice chairmen, presenting the awards.

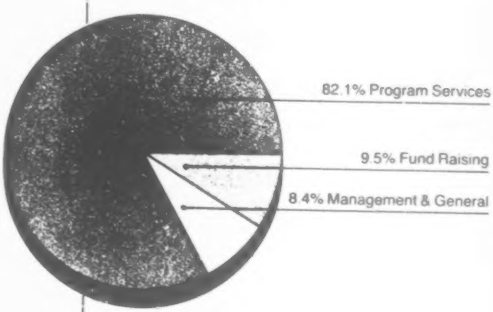
Perhaps the most unusual of the activities in support of Save the Children was "Night of a Hundred Trees." Stage, television and sports celebrities personally decorated Christmas trees that were then auctioned, with the proceeds going to the agency.

In May, trans-Atlantic bidding by telephone in New York and London raised $145,000 for projects of the American and British Save the Children organizations. Artists from both sides of the Atlantic donated self-portraits for the auction conducted by Christie's.

Another measure of success for Save the Children this year came when Save the Children's president David L. Guyer was elected chairman of the American Council of Voluntary Agencies for Foreign Service. Incorporated in 1944 to coordinate relief, rehabilitation, and refugee activity among voluntary agencies during and following World War II, the organization today provides coordination and consultation services among agencies and host governments to ensure the effectiveness of international humanitarian and development assistance programs.

Work continues in Italy following the 1980 earthquake.

How Save the Children Funds Were Spent During 1983



Financial Highlights

Funding from all sources totalled $33,760,764, a 49 percent increase over the previous fiscal year. As detailed in the accompanying graph, only 17.9 percent of the total expenditure was used for support services with 82.1 percent spent for program services.

Individual sponsorships, reaching a record high of 58,497 — a 29 percent increase over the previous year — accounted for nearly $9,400,000 of Save the Children's public support. Support from major donors — those who contribute a minimum of $500 — increased by 43 percent this year.

In addition to private sector contributions, funding from public and private agencies reached an all time high. These agencies included Private Agencies Collaborating Together (PACT), Appropriate Technology International (ATI), the American Italian Federation of the Southeast, the United Nations High Commissioner for Refugees (UNHCR), UNICEF, the U.S. Departments of State and Agriculture and the U.S. Agency for International Development (AID).

In FY 83, AID funding totalled $4,900,000 for our continuing reconstruction work in Italy and for ongoing agricultural and small business rehabilitation in Lebanon. Our relief work in that war-torn nation was further aided by a $350,000 contribution from American Corporate Aid to Lebanon, an ad hoc group of 40 leading American companies.

Collaboration with both founding and associate members of the Save the Children Alliance continued at an accelerated pace. Funds were received from the Danish, Norwegian and Canadian movements for joint programs in Ecuador, Upper Volta, Lebanon and Bhutan. The U.S. movement has in turn supported cooperative efforts in the Dominican Republic, Haiti, Italy, Korea, Malawi, Mauritius and Mexico, either with direct funding or through the Canadian, Danish and Norwegian movements.

In addition to the funds contributed directly to Save the Children and reported in the 1983 financial statements, our field offices report that materials, cash and services donated by community volunteers during the past fiscal year were valued at over $9,000,000.

Sri Lankan children romp in the new water supply in Kirillapone.

How We Operate

During the rainy season there is no way in or out of Sejaqui. Located deep in the foothills of the Sierra Madre Occidental in Mexico, this tiny community of some 30 families is completely cut off from the outside world for at least part of every year. And until recently, clean water, sanitation facilities, health care, secondary education, electricity, all were unaffordable luxuries. But in 1978, the people of Sejaqui decided they wanted something better for their children, and asked Save the Children to help.

Under Save the Children's guidance, the people elected a community committee and began discussions about the problems facing the villages and what could be done to solve them. Quickly, the committee agreed that the lack of a safe, reliable water system was their first and foremost concern. While Save the Children was willing to provide financial and technical assistance, we urged the committee to also seek help from appropriate Mexican agencies.

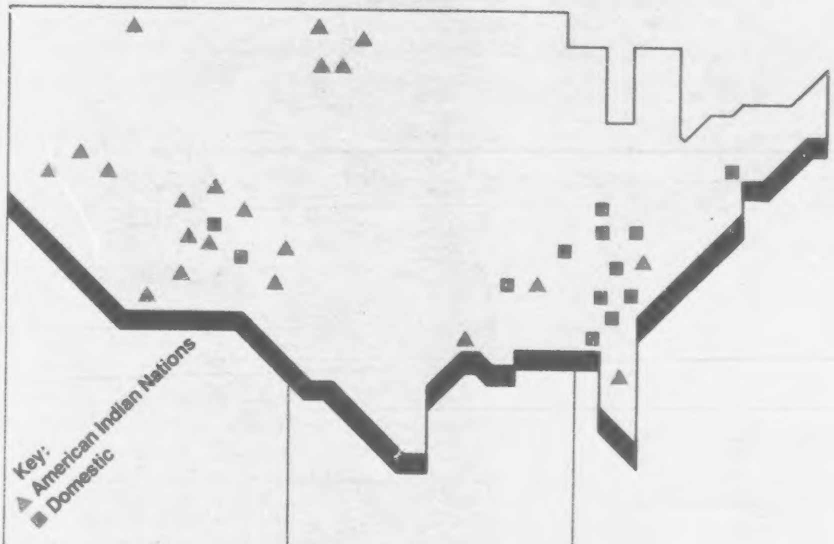
Children in Tunisia collecting water for their families.

The agreed-upon plan called for the community to provide all the manpower and pay half the costs of hiring a mason and for each family to pay for both individual hook-ups and a nominal monthly user's fee. Most importantly, someone from the community was to be trained to operate the system and to keep it in good working order. Today the water system is working smoothly, and stands as a symbol of what a community can achieve by working together.

From the water project, the people of Sejaqui have moved on to other joint projects: fruit and vegetable gardens, small chicken coops and goat herds, a community store, a school and a playground next to it. With our assistance, in less than five years this community has accomplished improvements that have touched every man, woman and child in Sejaqui.

This village's experience offers a clear example of how Save the Children works around the world. Our approach is Community Based Integrated Rural Development — CBIRD. It is founded on the philosophy that the best way to ensure the lasting well-being of children is to improve the economic and physical environment in which they live.

Save the Children has practiced community development since its inception in 1932. Through the years, from rural Mexico to the isolated Himalayan villages of Nepal, from New York City's ghettos to the refugee camps of Somalia, the objectives have been to involve people at the grassroots level in making decisions that affect their lives, and in the process enable parents to forge a better life for their children.



United States

Program Expenditures
Domestic

Appalachia *$463,246 Staff: 4*

Arkansas Delta *$430,714 Staff: 4*

Chicano *$363,768 Staff: 3*

Inner Cities *$207,230 Staff: 3*

Southern States *$2,919,138 Staff: 17*

American Indian Nations

Apache *$162,858 Staff: 1*

Arizona *$320,891 Staff: 8*

Navajo *$278,095 Staff: 4*

Plains *$181,839 Staff: 4*

Pueblo *$207,403 Staff: 4*

Sierra Nevada *$159,598 Staff: 3*

Southeastern *$311,613 Staff: 5*

Drawing by Arthur Verdejo, age 14, of New York City.

United States

Domestic

For 11-year-old Tony Baez and his friends, going to school is a risky business. Streetwise at too early an age, they move cautiously to avoid the drug addicts, pushers, and derelicts who are all too commonplace in New York City's Lower East Side.

After his father was stabbed to death, Tony's mother was left to support three children. It has been difficult, but the family is better off now that Tony and his mother are able to grow vegetables in a Save the Children-sponsored community garden close to their home. Mrs. Baez sees to it that Tony goes to school every day. There he shares responsibility for tending another garden with other children.

Since its founding in 1932 to provide hot lunches to impoverished children in Appalachia, Save the Children has expanded to include activities in New York City's ghetto neighborhoods and in 12 states. Today, the main thrust of these efforts is to bring about lasting improvements in the lives of children and their families through strengthening the economic and social environments in which they live.

Children at their school's rooftop garden — a project of the Inner Cities Program.

The nature of specific community projects depends on the needs and desires of local residents, not unlike Tony's mother.

In New York City, our efforts are concentrated in both the Lower East Side and Bedford-Stuyvesant. In Tony's neighborhood, a community center features after-school tutoring, a summer day camp, field trips, a youth jobs program, and English language training.

In Bedford-Stuyvesant, an alternative school continues to achieve academic success with children rejected by the public school system.

While education is a key ingredient in all Save the Children projects, other kinds of activities also are important, especially if they bring a community together and provide income.

An impressive example, Appalachia Fireside Crafts, with Save the Children support, has grown from a group of three in 1968, to 300 families today, with production and marketing operations in 14 counties in rural

Chicano girls learn traditional weaving in the Rio Grande style.

A hand crafted toy from Appalachia.

Tennessee and Kentucky. Annual sales are in excess of $300,000.

Providing opportunities for earning money is one of the agency's highest priorities. In many places, this effort is centered on homebound women with children. In Appalachia, Save the Children has initiated and now supports a number of day care centers that are among the few in the region that meet all federal standards for health and safety.

Day care is also the most important element of our Southern States program. In 1978, Save the Children launched a family day care network that now includes more than 700 homes. The network is playing an ever more important role as the number of single parents increases. Reflecting our leadership as an advocate of family day care services, Save the Children has been selected by the Department of Agriculture to administer its food program for day care youngsters.

In the poverty-stricken Mississippi Delta counties of Arkansas, large, mechanized farms are eliminating jobs and threatening minority farm families. Largely through Save the Children initiated self-help organizations, these impoverished farmers are organizing multi-county cooperative markets and are retaining their land. In addition, Save the Children has helped run child care and summer recreation programs. Utilizing "sweat equity," local families are forming associations to build or rehabilitate homes.

In our Southwest Chicano program, Save the Children has helped train women as weavers, generating new income. The agency also has helped build community and recreational centers. A family learning center in Espanola, New Mexico incorporates parental training into its early childhood development program and has added outreach services. And for the first time, rural children are receiving medical and dental care.

Youngsters of the Southern States Day Care Program.

Navajo girl.

American Indian Nations

Seven-year-old Angela Garcia lives in a traditional mud and board (sandwich) home on the Pima Indian Reservation in Arizona. Once known as the River People, this proud tribe grew all their food along the banks of the Gila River in the past. Today, the river is gone, its flow, diverted by an upstream dam. Little grows in the now barren land.

Angela's community, Blackwater, is one of many villages scattered throughout the reservation where there is little opportunity for private enterprise, and few jobs are available.

With Save the Children working in Blackwater, there is hope that conditions will improve. Meantime, tribal leaders feel strongly that economic distress must not eliminate the joys of childhood. Because supervised recreation is an effective deterrent to juvenile problems, we are helping Blackwater construct a playground at Angela's school. In addition, a summer program is assisting teenagers to find jobs.

From generation to generation, the Indian family has nurtured and sustained not only their children, but also their communities, tribes, and culture. Save the Children believes the greatest asset for Indian children is a strong, secure family in a supportive tribal community. We began working toward that goal some 35 years ago, following a massive blizzard that crippled the Navajo reservation in Arizona. Today a comprehensive American Indian Nations program is serving 45 tribes and communities.

Serious medical, economic, and educational problems are common to many Indian communities. The death rate for newborn Indian children is twice the national average. Unemployment is at an all-time high, with only 36 percent of the workforce holding full or part-time jobs.

To combat these problems, Save the Children sponsored a major American Indian conference in which some 1,100 participants discussed ways to improve the lives of Indian children. It was the fourth such annual conference.

Save the Children's American Indian program works through local community volun-

A Hopi woman husks corn.

teer committees. To promote economic independence, the committees are developing small businesses, providing community activities, leadership development training, educational programs, and health maintenance care, all with Save the Children's assistance.

In the Sierra Nevada Mountain Range, children with nothing to do were turning to the street. Save the Children's solution was a facility, partially funded by the community, which provides swimming, recreation and employment for teens. In another community, a Save the Children equipped youth center doubles as a meeting facility for the townspeople.

On the Papago reservation in Arizona, the tribe donated land for a park. Volunteers have installed water and planted trees, with Save the Children supplementing tribal funds. Recreational facilities are already in use, and a community center is planned. The agency also helped fund a three-day Papago youth conference attended by 150 youths looking to develop skills in leadership, public speaking, and English.

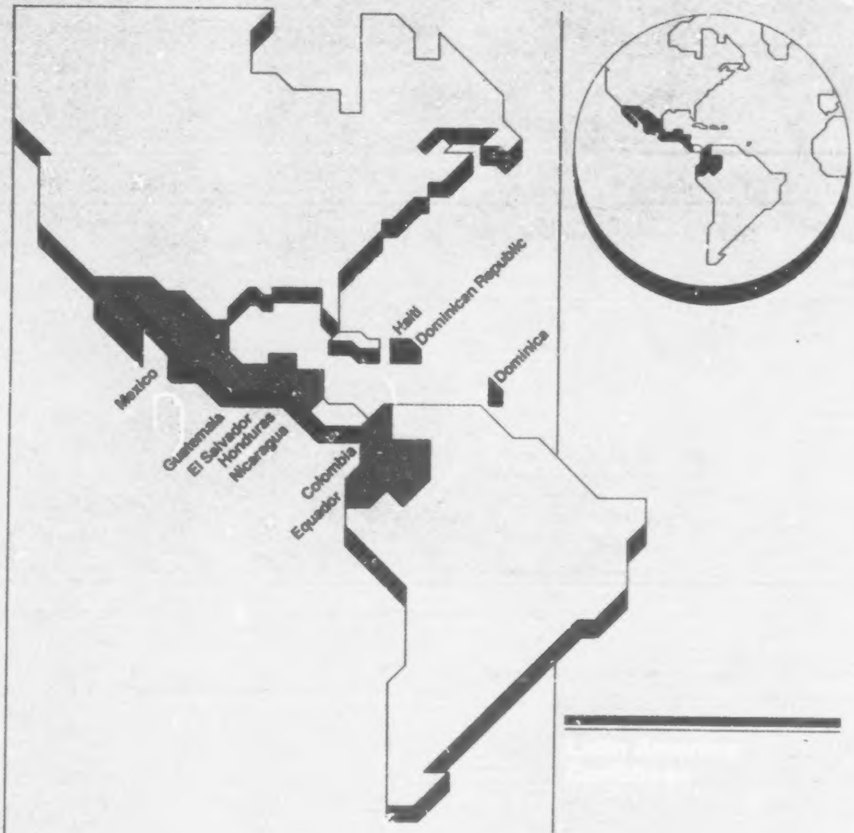
Traditional Pueblo Indian crafts.

Many of the Indian programs address educational needs. In the Santo Domingo Pueblo, for example, the agency is working in close cooperation with the tribal government to determine the feasibility of establishing a community-operated public school. On the Navajo reservation, Save the Children helped renovate centers housing the local Head Start program. In other Indian communities, the agency is helping to develop pre-school cultural and educational materials, while grandparenting, gardening, educational testing, and native language classes are being offered to the Pueblo, Apache, and Arizona Indian Nations.

On the Seminole reservation in Florida, an 80-acre tribal farming project is being expanded, providing employment and income for tribal members. On a smaller scale, Save the Children is working with the Mississippi Choctaw to plant community gardens for the nearly 3,000 members of the tribe.

And in a typical cooperative venture, Save the Children helped the Navajo people build an extension to an overcrowded health clinic. Save the Children provided the materials while the community donated the labor.

Today Save the Children operates the largest private voluntary agency program benefitting American Indian families.


Mexico
Guatemala
El Salvador
Honduras
Nicaragua
Colombia
Equador
Haiti
Dominican Republic
Dominica

Program Expenditures

Colombia	*$416,681*	*Staff: 20*
Dominica	*$56,265*	*Staff: 6*
Dominican Republic**	*$1,035,174*	*Staff: 35*
Ecuador*	*$264,901*	*Staff: 8*
El Salvador	*$274,709*	*Staff: 42*
Guatemala*	*$44,988*	*Alliance Staf*
Haiti*	*$131,690*	*Alliance Sta*
Honduras	*$533,983*	*Staff: 25*
Mexico**	*$286,801*	*Staff: 27*
Nicaragua	*$132,447*	*Staff: 8*

*Cooperative Alliance Program
**Autonomous Agency

In the Dominican Republic, this water tank will make fresh water available throughout the dry season.

Ceramics provides a source of income for women in Honduras.

Latin America/Caribbean

Santos Melgar works alongside his father and brothers in two small mountain fields that make up their modest farm in rural Honduras. The corn, beans, and potatoes the soil yields will feed the family and — if they're lucky — offer a bit extra to sell in the market. Because his mother died recently, Santos must handle many more chores — caring for his three younger sisters and supervising the cooking, cleaning, and washing for the entire family. And a large part of his day is devoted to hunting for firewood to stoke the open fire inside his family's small house.

Not long ago, Save the Children came to Santos' community. One of the important changes introduced was the Lorena stove. Built of adobe brick, it requires much less wood and is cleaner and safer than the family's open fire. Hard work is still a part of Santos' life but he is happy that he does not have to spend hours collecting firewood each day.

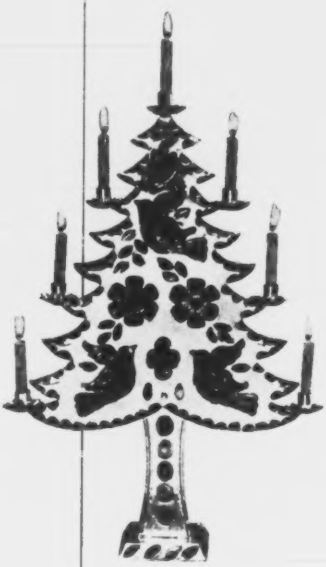
The construction of Lorena stoves is only one example of Save the Children's use of appropriate technology in Latin America and of the relationship of one improvement to nearly all problems in a family's existence. Easily constructed with readily available local materials, the stoves conserve resources and eliminate potential health problems. We have introduced their use not only in Honduras, but also in Nicaragua, the Dominican Republic and Dominica. In El Salvador there are literally thousands of displaced persons, victims of their nation's civil strife who are struggling to find a way to eke out a living. Constructing the stoves not only will make their lives easier now, it will equip them with a new, possibly marketable skill that will be of use when they return home.

Sometimes, appropriate technology leads to the reintroduction of traditional techniques. In Nicaragua, for example, we purchased three teams of oxen to enable agricultural cooperatives to make use of a labor-saving plow, and save the cost of expensive gasoline.

Increasingly, Save the Children has found that agricultural innovations can best be ac-

Children enjoying day care in Colombia.

A hand-painted Christmas tree by Mexican tinsmiths.



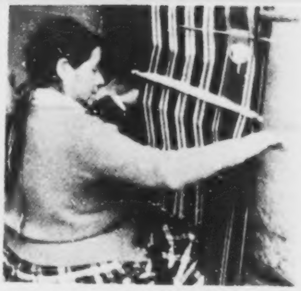
complished through appropriate technology centers. Recently the second such facility was opened in the Dominican Republic. The two centers, built entirely of local material, demonstrate a wide range of technologies emphasizing conservation of natural, financial, and human resources. There are similar centers in Colombia and El Salvador, and others are under construction in Mexico, Honduras, Ecuador and Dominica.

In Latin America, as elsewhere, the key to success is local participation and in many villages that participation comes from the children themselves. With Save the Children's support, children's committees carry out a wide range of projects from such income earners as beekeeping and pig raising in the Dominican Republic to sports meets, school libraries, and educational trips in Mexico.

Local participation can take many forms and an important one is the voicing of specific needs. In the Dominican Republic villages, women said they wanted more information about family planning. Save the Children responded, and last year ran workshops introducing various approaches to family spacing. Nearly 100 women attended.

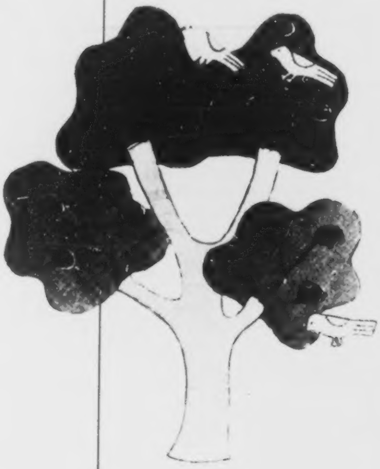
Because of the pivotal role that water plays in the lives of the rural poor, many of Save the Children's activities in Latin America are aimed at increasing both the quality and the quantity of the water supply. Clean water has both immediate and significant health benefits, but water projects also can bring about impressive gains in farm yields. Moreover, a reliable, convenient water source can free up hours of time for women and children. Instead, that time can be applied to earning an income or in school or play.

During 1983 water projects were carried out in all 10 Latin American nations where we



A weaving cooperative in Colombia enables women to help provide for their families.

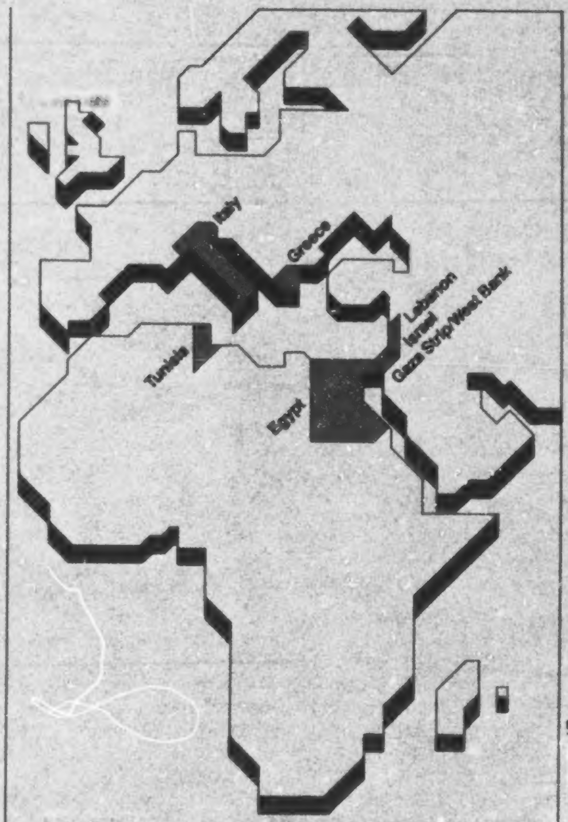
An applique by the women of Santa Rosa, Colombia.



work. These ranged from potable water projects in Mexico, Nicaragua, Honduras, Ecuador and Dominica to the construction of fish ponds in the Dominican Republic. Last year, many programs experimented with creative ways to use water more effectively, including drip irrigation systems, rooftop water catchment, water wheels, and hydraulic rams to pump water up steep hillsides.

Normally an integral part of development, water can turn into a destructive force as well, and our assistance must take other courses. For example, following severe flooding in the Jipiapa region of Ecuador, we helped plant crops and rebuild houses and roads. A similar reconstruction program assisted victims of an earthquake in Colombia.

Save the Children is currently working with four groups of Indians in Latin America: the Kamsa and Inga in Colombia, the Carib in Dominica and the descendants of the Lenca in Honduras. One focus of these efforts is the production of indigenous crafts to provide new sources of income. There is a heavy emphasis on income-generating programs in all of our Latin American activities, and in many instances they involve women. In Honduras, for example, women are manufacturing soap and candles and marketing baked and canned goods. Women's credit associations in Colombia and Honduras help other small endeavors get started by providing loans for seed money. These efforts not only help generate needed income, they also foster the priceless human qualities of independence and dignity.


Italy
Greece
Lebanon
Israel
Gaza Strip/West Bank
Tunisia
Egypt

Middle East/ North Africa

Program Expenditures

Egypt *$140,609 Staff: 5*

Greece *$682,545 Staff: 7*

Israel *$292,740 Staff: 17*

Gaza/West Bank *$1,129,832 Staff: 14*

Italy *$1,149,303 Staff: 5*

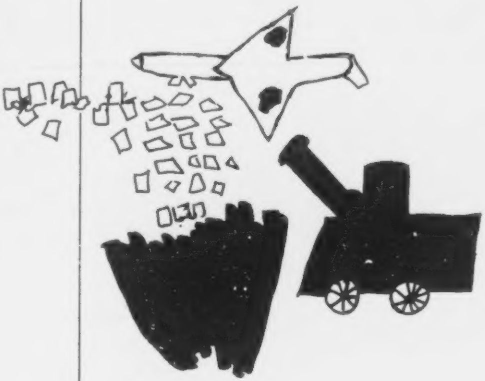
Lebanon* *$4,549,044 Staff: 50*

Tunisia *$215,544 Staff: 16*

**Cooperative Alliance Program*

Close attention is given to women and children at local medical clinics.

A child's drawing from Lebanon.



Middle East/North Africa

When the guns temporarily fell silent in Lebanon last year, Christian Abi Ghanem was able to return home with her mother, brother, and four sisters. They had fled their home on the outskirts of Beirut as shells pounded their neighborhood.

What they returned to find was almost as distressing as the shelling. Their home was in ruins. Only one room remained. But, tempered by years of hardship, they patiently began to rebuild their home — and their lives.

Despite these difficulties, Christian's family has access to medical care, food and water, and, whenever possible, school, thanks largely to the efforts of Save the Children. If renewed fighting once again forces them from their home, they are confident that the agency will again help them weather their retreat. And when peace at last returns to this beleaguered nation, Save the Children will be in the forefront of those working to restore normalcy to the lives of Christian and her fellow countrymen.

Save the Children's activities in the Middle East date back nearly 30 years, when we undertook our first development program in Lebanon. Our efforts today have been extended to seven areas in the region bordering the Mediterranean Sea.

In Lebanon, our programs currently reach people in more than 100 communities. Over the past year, however, the focus has been on the special needs of the thousands of Lebanese families affected by the continuing conflict in their nation. Making use of multimillion dollar funding received from a number of private and public organizations, our agency mounted a broad-based program to provide health services, school assistance, and emergency supplies, for children especially. In addition to meeting their urgent needs for food, shelter, and clothing, Save the Children also is working to help displaced children cope with the emotional stress brought on by the war. Staff and community volunteers worked together to keep our 10 health centers operating throughout the year, although they were often isolated by military actions. New programs were started in Trip-

A community center in Italy serves the community in a variety of ways.

oli, Tyre, Sidon, and Beirut — all urban centers badly scarred by the conflict.

Despite the turmoil, Save the Children's development programs in rural and urban centers in Lebanon continued. Emphasis is on restoring agricultural productivity and small business enterprises. These programs are being expanded to include victims of the war.

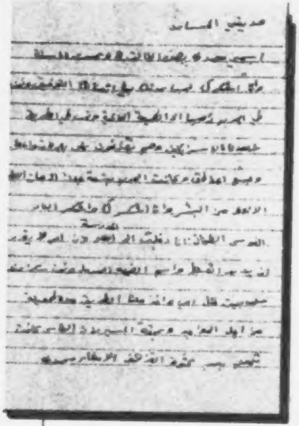
Our agency's most recent undertaking in the Middle East is in Egypt. Since the completion of the great Aswan dam, agricultural patterns in the upper Nile River valley have changed radically. Irrigation, chemical fertilizers, and two to three planting cycles per year have taken the place of the centuries-old annual cycle of flooding and planting that occurred before the dam was built. Although the new methods promise sharp improvements in productivity, they have created problems of adjustment for the poor farmers of the Nile River valley. In the communities surrounding El Minya, about 250 kilometers south of Cairo, the difficulties seem especially acute. An initial effort to assist families in processing produce locally is now being supplemented with a variety of community self-help programs designed to refurbish health clinics, improve public lands, provide sewage disposal facilities, foster recreation for youth groups, and provide reading and audio-visual materials for youngsters.

A child from Central Tunisia.

Enhancing the productivity of farm land is an ongoing objective of the agency's development programs throughout the Mediterranean region. For example, in the Gaza Strip and West Bank, a number of projects are underway to improve irrigation and livestock raising, as well as the quality and quantity of water available for drinking and other household uses. These efforts complement rural land reclamation and other agricultural services, such as the distribution of seedlings and the introduction of new or improved varieties of plants and fruits.

Similar efforts have also been undertaken in Tunisia, where new technologies have

A Lebanese child.



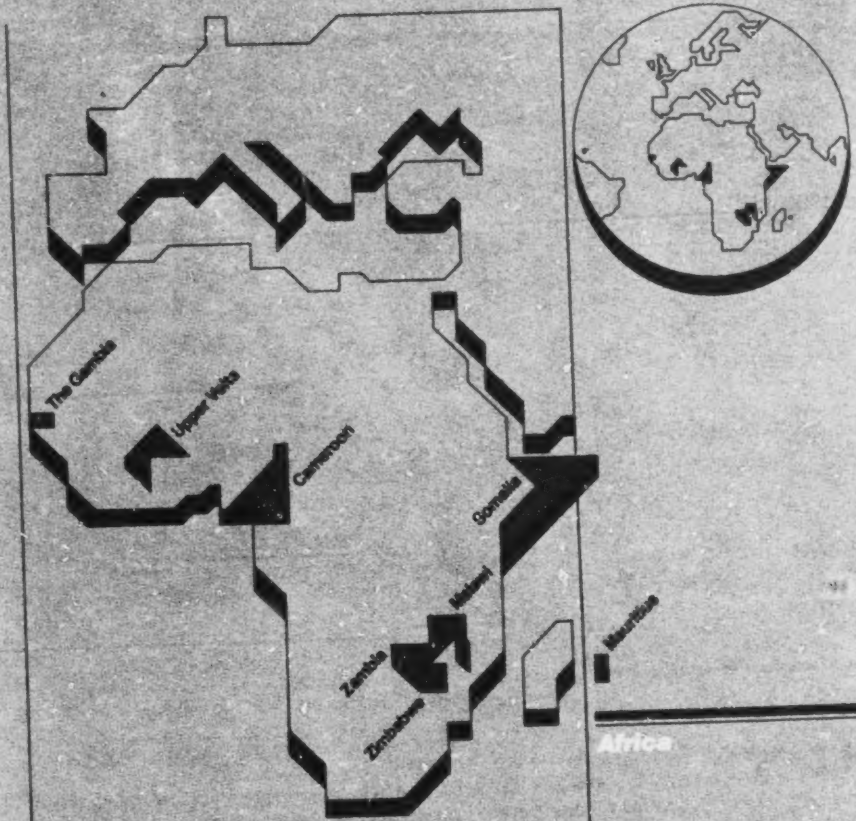
A sponsored child writes from Lebanon.

been introduced in irrigation systems to improve dryland farming techniques. Increased farm yields translate directly into increased income for farmers, which in turn makes the rural farm families less dependent on outside assistance, helping to realize a long-term goal of Save the Children. With the help of our agency, the women of Tunisia are also playing an important role in the advancement of their communities: learning the fundamentals of nutrition, hygiene, and sanitation, managing weaving cooperatives and operating small-scale vegetable gardens. Often for the first time, women are able to provide the basic necessities for their children.

In Italy, in the wake of the 1980 earthquake in the Laviano region, Save the Children has funded two medical centers, and we are assisting in the slow process of reconstruction to aid the more than 200,000 victims left homeless by the tragedy. We are helping to build schools, day care centers, and recreational facilities. To aid small farmers, more than 150 dairy barns destroyed in the earthquake, have been replaced.

In Greece, we have collaborated with the Ministry of Health to distribute 210,000 doses of measles vaccine donated by an American pharmaceuticals manufacturer. We are also providing educational and health care services in the Attica area and have launched a new program in northern Greece to assist in road and water system improvement and the construction of a community center. These activities are helping to improve the difficult living conditions for the gypsies of this area.

Disadvantaged children are the focus of our program in Israel. In four areas we are providing health and psychological care for youngsters with physical or mental handicaps. We are also a sponsor of the Galilee Society, an Arab-Israeli charity that receives funding from the Ford Foundation. Its mission is to provide health care for minority children. Other Save the Children initiatives in Israel include financial and program support for a community center in the Galilee village of Tarshikha, which will offer vocational training to women and pre-school education for the children of this Arab-Israeli village.


The Gambia
Upper Volta
Cameroon
Somalia
Malawi
Zambia
Zimbabwe
Mauritius

Africa

Program Expenditures

Cameroon	$181,708	*Staff: 21*
Malawi*	$33,563	*Staff: 2*
Mauritius*	$3,590	*Alliance Staff*
Somalia	$514,690	*Staff: 26*
The Gambia	$173,888	*Staff: 7*
Upper Volta*	$444,138	*Staff: 26*
Zambia	$68,800	*Staff: 3*
Zimbabwe	$830,985	*Staff: 20*

**Cooperative Alliance Program*

Making bricks for a community health center in Zimbabwe.

Africa

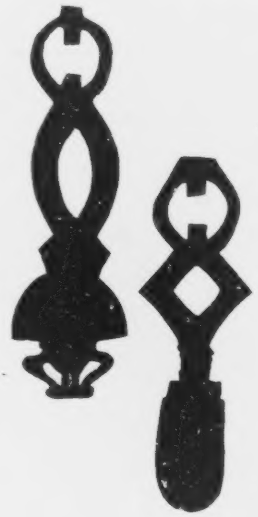
Though he is not yet 10, Saikou Corr's day begins early. Saikou lives with his mother, brother, and sister in the compound of his uncle. Saikou must help provide for the extended family of nearly 30 people who reside there. As soon as school is out, he begins to work alongside his mother in the fields. One of his tasks is to carry water to the garden, since the fields are dry and there is no irrigation.

Despite his long hours of work, Saikou is more fortunate than many of the other children in The Gambia, one of the poorest nations in the world. Half of the children die before reaching the age of five, and many of those who survive are malnourished. Save the Children is helping Saikou's mother and the mothers of other small children in the village cultivate a communal garden. The women are learning to grow and cook more nutritious meals so their children will have a better chance to grow into healthy and strong adults.

A Somali woman gathers wood for her family.

The need for such rural development is painfully acute on the African continent, where this year only two nations are self-sufficient in producing their own food. Save the Children's first development effort in Africa dates back to 1976. Today we are offering help to eight African nations whose problems are closely interrelated despite the great distances between them. The countries are politically young, having gained independence only within the last 20 years. Their populations are also quite young, with nearly half the people under the age of 15.

Save the Children's first program was to help counteract the effects of the yearly drought in the Sahel region of Upper Volta. During the period immediately preceding the annual harvest, the nation's food supply is precariously low, and many families are unable to buy food. The people call this "the hungry season," and the children are the most severely affected. To break this annual cycle, we have helped establish a program through which local groups can buy and store grain for use during the hungry season. Profits from grain sales can be reinvested to assure adequate supplies for drought years.



A decorative bronze craft from Upper Volta.

The men of Dori in Upper Volta are part of weaving cooperatives that add to family income.

The program includes a training component to boost agricultural productivity by upgrading technology, improving dryland farming techniques, and by constructing wells to support village gardens. Projects also are underway to provide alternative sources of income. These include the sewing and weaving cooperatives and the production of local crafts to help ensure that children are well cared for from birth. In addition, Save the Children is training traditional birth attendants and providing health and nutrition instruction for mothers.

In The Gambia, where the per capita income is among the lowest in the world, a variety of income-generating projects have been launched. Communal farms have been introduced to increase food supplies and combat the staggering 55 percent infant mortality rate. These farms also support village self-help activities in eight rural communities. The introduction of simple machines to grind peanuts streamlines a time-consuming chore. The machines are operated by members of the local PTA, and the funds generated through the sale of peanut paste now support the primary school. The time formerly spent in hand grinding can now be invested in other income-generating projects, such as tie-dying and soap making.

Save the Children's involvement in Somalia began as a relief program to assist refugees fleeing from the war over the contested Ogaden region and the devastating drought of the 70s. The program has gradually been transformed to emphasize community development to deal with the ongoing needs of the refugees as they settle and attempt to rebuild their lives. The emphasis is on programs to make the refugees more self-sufficient, such as encouraging agricultural

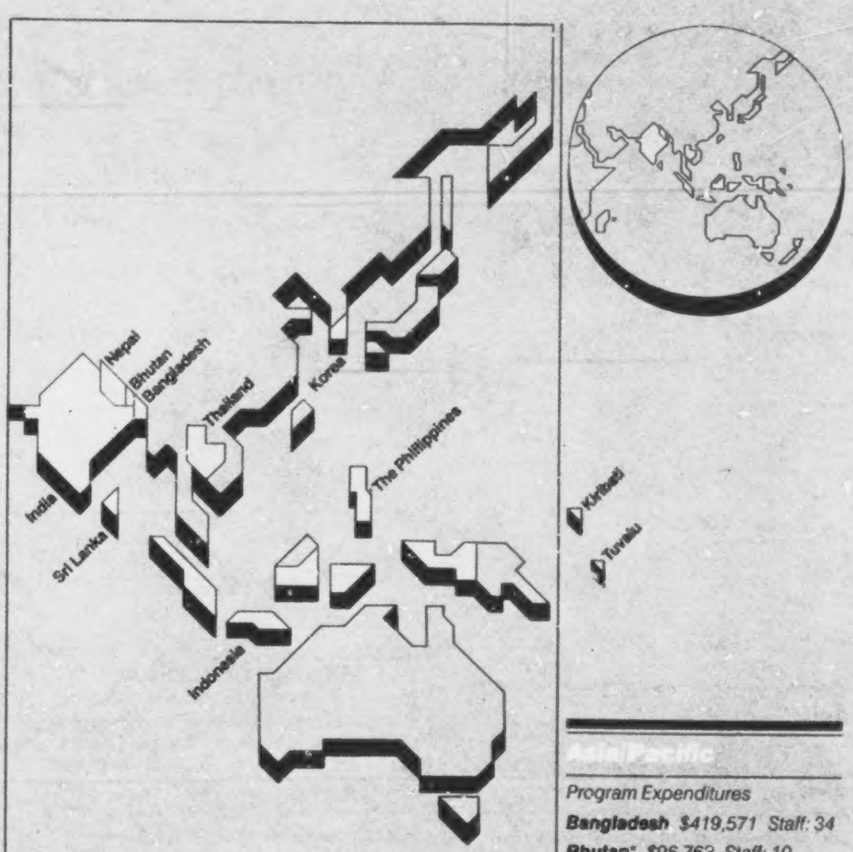
Collecting water is a woman's daily chore in The Gambia.

Mothers and children in Upper Volta.

production by developing irrigated farmland and improving dryland farming techniques. A related effort is aimed at developing nurseries to provide trees for shade, fruit production, and firewood, as well as the reforestation of an essentially desert nation.

Inadequate transportation is a continuing problem in many nations. The inaccessibility of rural villages makes it difficult or impossible for the people to receive essential services, to have access to markets, or reach educational or medical facilities. In Cameroon, Save the Children is helping to lay a farm-to-market road that will link three isolated villages with the administrative and commerical center of Yokadouma. Other programs center on increasing water supplies and the extension of formal and informal educational opportunities.

Utilizing a generous grant from the Burroughs Corporation, we have undertaken development programs in three separate areas of Zimbabwe. Projects currently underway range from technical assistance in crafts production to literacy and vocational training for adults. At the crafts center, more than 100 women are receiving training to develop their ability to produce crafts in order to boost income. They also receive assistance in marketing their products, and day care facilities are available to assist working mothers. These programs are helping to serve as a catalyst for the people of Zimbabwe to rebuild their nation following the years of strife that led to the nation's independence in 1981.


Nepal
Bhutan
Bangladesh
Thailand
Korea
The Philippines
India
Sri Lanka
Indonesia
Kiribati
Tuvalu

Asia/Pacific

Program Expenditures

Bangladesh *$419,571 Staff: 34*

Bhutan* *$96,763 Staff: 10*

India *$21,301 Staff: 1*

Indonesia *$492,699 Staff: 16*

Kiribati *$132,126 Staff: 11*

Korea** *$239,907 Staff: 29*

Nepal *$223,362 Staff: 22*

Sri Lanka *$304,649 Staff: 31*

The Philippines *$116,000 Staff: 10*

Tuvalu *$323,509 Staff: 20*

Refugee Programs

Indonesia *$2,161,236 Staff: 163*

Thailand *$2,407,664 Staff: 146*

**Cooperative Alliance Program*
***Autonomous Agency*

Village children in Deurall Panchayat, Nepal.

Asia/Pacific

A single acre of land must provide all the food for Aleya Begum, her parents and grandparents, and her six brothers and sisters. The entire family lives in a two-room house made of bamboo and straw. Only 12, Aleya has just one more year before she must, by tradition, marry and join her new husband's family as a full-time housekeeper. But for now, she is enjoying her good fortune as one of the few girls in her country to go to school.

Save the Children has helped Aleya's village in rural Bangladesh build a primary school. Though it is small, bamboo partitions make it possible to conduct several classes at the same time. Aleya and her classmates are lucky in other ways, too. Through new methods of farming taught by Save the Children — particularly the use of irrigation and the introduction of improved seeds — their families are able to grow more food. The future no longer looks dismal for Aleya's village.

Drawing by an Indonesian child.

Save the Children's involvement in Asia extends back 31 years, to 1952. In that year, we began a program of assistance to the then war-torn nation of Korea. In the intervening years, our development efforts in Asia have grown in size and sophistication, and today our agency administers community development programs in 11 nations in Asia and the Pacific, from Sri Lanka eastward to the island nations of Tuvalu and Kiribati. In addition, refugee assistance programs are continuing in Indonesia and Thailand.

Our effort in Bangladesh is characteristic of the community orientation found throughout our development programs. Because the villages in that nation tend to be fairly large (5,000 people is typical), we work with small neighborhood groups. This approach not only allows us to strengthen our development effort, it is also a key element in an "outreach" program that helps speed the transfer of vital skills and information throughout the community. Women's groups play a special role in this process. They serve to pass along information about health and nutrition, childrearing and personal hygiene. In addition, the groups run a variety of income-earning

Through credit programs small farmers in Bangladesh can increase crop yields.

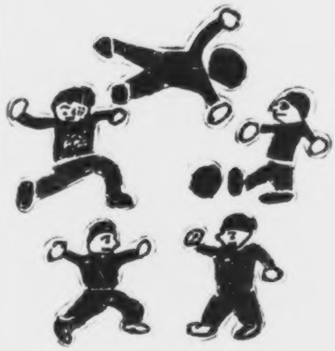
Building a community center in rural Bhutan.

projects. These range from livestock raising and fish cultivation to agriculture and crafts production. These activities are important in their own right, but they also serve to bring about gradual but positive changes in a very tradition-oriented society.

In Bangladesh, as elsewhere in Asia, many of the serious health problems can be traced directly to the quality of the water supply. As a result, Save the Children has placed water quality and availability among our highest priorities. In the Pacific Island nations of Tuvalu and Kiribati, for example, we are helping communities build water catchment and storage systems. These systems help the islanders capture rainwater that would otherwise be lost. On Tuvalu during the last year, over half of all the families took part in the water project. In another endeavor — unique to this island nation — we helped to reintroduce sailboats for fishing and transport, thus helping to eliminate the expense of motorized crafts. These boats were built using both traditional and modern techniques.

In Kiribati, demonstrations on the use of appropriate technology in housing construction and design are underway. Save the Children has also initiated training programs in atoll agriculture to promote sound nutrition and encourage self-sufficiency.

It is estimated that, worldwide, as many as 70,000 people die every day from diseases caused by unclean or inadequate water supplies and substandard sanitation facilities. In Nepal, Save the Children is working to help develop a multi-village water system seven kilometers long. When completed, it will reduce the incidence of water-borne parasitic infection. In addition to the direct health benefits, the new water system in Nepal will free the women and children of the mountain villages from the laborious and time-consuming daily chore of collecting water. Water from the new system also will be available to irri-



Drawing by a Korean child.

gate family gardens, thus increasing food supplies and providing direct nutritional benefits to the children.

Another typical problem faced by mountainous lands is the difficulty of transportation due to inadequate roads. In the Himalayan kingdom of Bhutan, Save the Children is helping to build a single mule track 32 kilometers long which will mean the first real link between a rural community and an administrative and market center. Though primitive by Western standards, this will make the exchange of information and goods easier and provide a catalyst for other changes.

In Aceh, where we began our first Indonesian program in 1976, the agency is assisting women establish credit cooperatives and is providing leadership training in such diverse areas as crop and livestock production, child health and nutrition and deepwell water development.

In Bangladesh, raising livestock is just one of many ways to boost income.

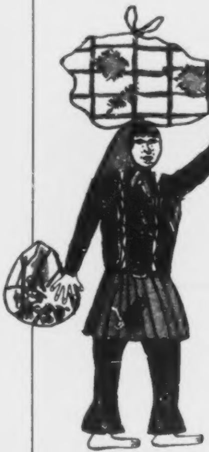
These programs supplement earlier efforts to help small farmers by introducing new crops, building fish ponds, and promoting other income-boosting activities.

In Thailand, we plan to train field staff to assist villagers improve their water supply and increase farm productivity. The effort will be part of a program planned for the Phaisali district in the central portion of the nation.

Save the Children's program in the Philippines was started in the winter of 1983 in five Guimaras Island villages, all in the municipality of Nueva Valencia. In addition to carefully analyzing the expressed needs of the villagers, the initial emphasis has been on training community leaders and field personnel to undertake programs focused on water supply, health and nutrition, and sanitation.

Refugees attend English Language classes in Thailand.

Drawing by a Lebanese child.



Refugees/Displaced Persons

Abdulmanaan once lived in a small nomadic settlement in the Bale region of Ethiopia. Then the conflict over the Ogaden erupted. Abdulmanaan's father was killed in the fighting, the family's house, burned, the livestock, stolen. Abdulmanaan's mother fled with him and his older brother. They walked for weeks with other families across the desert into Somalia. Today they live in the refugee camp of Qorioley. There with Save the Children's help, they have cleared and cultivated a small plot of land and planted seedlings which will reduce soil erosion and produce fruit. Now as resettlement begins, Abdulmanaan's mother, and others like her will strive to master new skills in order to make a better life for herself and her sons. Save the Children's support and training will help them achieve that goal.

This year Save the Children responded to the urgent needs of families and children forced from their homes not only in Somalia, but also in Lebanon, El Salvador, Colombia, Ecuador and the American Southwest. In all emergency situations, our objective is a dual one: to ensure survival and to help put people back on the road to self-sufficiency.

In Thailand, as the lead agency for education under a UNHCR matching grant, Save the Children is providing technical assistance to two primary schools for 5,000 Indochinese refugee children. In Panat Nikhom, we are working with the Experiment in International Living and World Education in a consortium funded by the U.S. Department of State* to conduct intensive training in English, cultural orientation and pre-employment counseling for refugees preparing for resettlement in the United States.

And Save the Children and the Experiment in International Living have worked jointly in similar resettlement programs in Galang, Indonesia. There we also have provided seeds, tools and guidance to help families cultivate garden plots, and have monitored both the nutrition and health of thousands of children.

---

*This program is assisted financially by the Department of State under the authorization of the Migration and Refugees Assistance Act of 1962 as amended.

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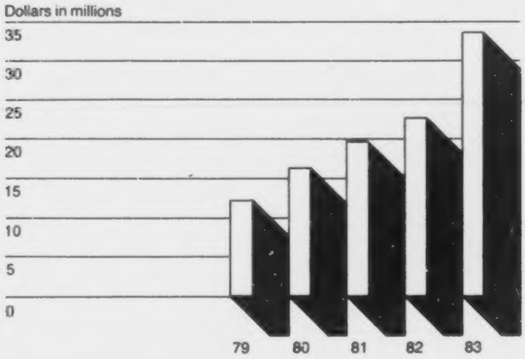
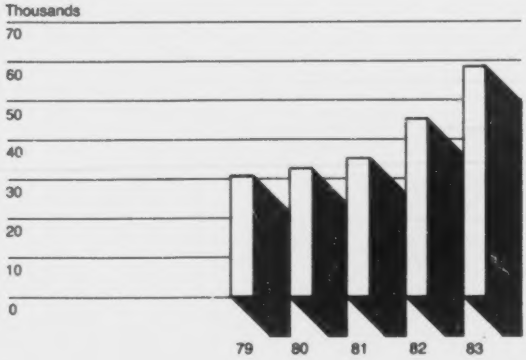
Financial Section

Public Support and Revenue



Sponsorships



Balance Sheet

Save the Children Federation, Incorporated

Assets:

Cash and temporary cash investments *(Note 3)*
Working funds *(Note 2)*
Advances to other agencies, net *(Note 4)*
Receivables:
  Grants and contracts *(Note 2)*
  Due from sponsors *(Note 2)*
  Other
Interfund receivable/(payable) *(Note 7)*
Investments *(Notes 2 and 5)*
Prepaid expenses and other assets
Land, buildings and equipment, net *(Notes 2 and 6)*
Total assets

Liabilities and Fund Balances:

Liabilities:
  Accounts payable and accrued expenses
  Advance payments from sponsors *(Note 2)*
  Unexpended amounts received under grants and contracts *(Notes 2 and 4)*
  Deferred revenue *(Note 3)*
Total liabilities
Fund balances:
  Unrestricted
  Restricted
Total liabilities and fund balances

See accompanying notes to financial statements

June 30, 1983 with Comparative Totals for June 30, 1982

	General Funds *(Note 1)*	**Restricted Funds**	**Endowment and Similar Funds**	**Total All Funds**	
				June 30, 1983	**June 30, 1982**
	$3,052,997	$89,906	$ 35,631	**$ 3,178,534**	$ 3,476,187
	1,668,279			**1,668,279**	2,011,926
	69,766			**69,766**	84,113
	595,220			**595,220**	597,597
	221,312			**221,312**	188,126
	324,556			**324,556**	295,758
	(400,000)		400,000		
			2,159,189	**2,159,189**	1,501,348
	411,259			**411,259**	603,559
	3,862,550			**3,862,550**	3,788,918
	$9,805,939	$89,906	$2,594,820	**$12,490,665**	$12,547,532
	$1,329,552			**$ 1,329,552**	$ 1,438,304
	761,548			**761,548**	649,961
	1,073,098			**1,073,098**	1,662,740
	1,892,894			**1,892,894**	2,162,286
	5,057,092			**5,057,092**	5,913,291
	4,748,847		$2,223,475	**6,972,322**	6,195,731
		$89,906	371,345	**461,251**	438,510
	$9,805,939	$89,906	$2,594,820	**$12,490,665**	$12,547,532

Statement of Support, Revenue, and Expenses, and Changes in Fund Balances

Public support and revenue*:

- Public support for self-help programs:
  - Sponsorships
  - Contributions
  - Grants and contracts
  - Bequests
- Total public support
- Revenue:
  - Investment income
  - Net gain on investments
  - Miscellaneous
- Total revenue
- Total public support and revenue

Expenses:

- Program services:
  - Social development
  - Small-scale industry and crafts
  - Health and nutrition
  - Agriculture
  - Community improvement
  - Education/Training
  - Housing
  - Refugee and disaster relief
- Total program services
- Supporting services:
  - Management and general
  - Fund raising
- Total supporting services
- Total expenses

Excess (deficiency) of public support and revenue over expenses

Fund balances, beginning of year

Fund balances, end of year

See accompanying notes to financial statements.

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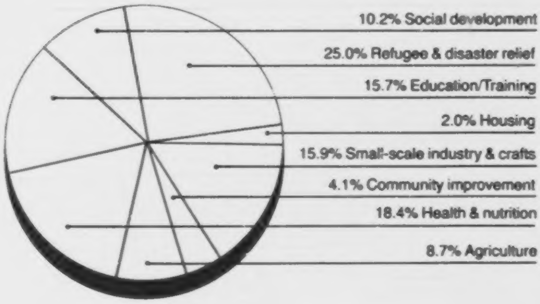
*Governments, agencies, volunteers, business firms, and others contribute substantial amounts of materials and services toward the fulfillment of projects by SCF. To the extent that contributions of materials are made under the control of SCF, are objectively measurable and represent program or support expenditures which would otherwise be incurred by SCF personnel, they are reflected in both public support and program expenses in the accompanying financial statements. No amounts have been reflected in the statements for donated services inasmuch as no objective basis is available to measure the value of such services; however, a substantial number of volunteers have donated significant amounts of their time in SCF's program services and in its fund-raising campaigns. The projects initiated by SCF also generate substantial additional self-help efforts by the people benefited which, while not precisely measurable, are estimated by the field offices to have exceeded $9,000,000 (unaudited) in 1983. These self-help efforts are not reflected in the financial statements.

Year Ended June 30, 1983 with Comparative Totals for June 30, 1982

	General Funds ***(Note 1)***	**Restricted Funds**	**Endowment and Similar Funds**	**Total All Funds**	
				June 30, 1983	**June 30, 1982**
....	$ 9,405,249	$ 1,768		**$ 9,407,017**	$ 6,993,695
....	6,595,536	1,000	$ 2,400	**6,598,936**	5,243,238
....	16,591,853			**16,591,853**	9,600,035
....	311,457	5,800		**317,257**	223,962
	32,904,095	8,568	2,400	**32,915,063**	22,060,930
....	398,692	20,201		**418,893**	275,344
....			117,841	**117,841**	66,036
....	308,967			**308,967**	253,693
	707,659	20,201	117,841	**845,701**	595,073
	33,611,754	28,769	120,241	**33,760,764**	22,656,003
....	2,762,951	11,156		**2,774,107**	2,574,215
....	4,296,804	3,737		**4,300,541**	2,554,263
....	4,982,128	3,145		**4,985,273**	3,797,516
....	2,365,934	2,206		**2,368,140**	1,060,059
....	1,106,689	248		**1,106,937**	797,805
....	4,237,047	6,660		**4,243,707**	2,940,739
....	527,550	207		**527,757**	163,208
....	6,757,992			**6,757,992**	4,032,797
	27,037,095	27,359		**27,064,454**	17,320,602
....	2,766,134			**2,766,134**	2,524,862
....	3,130,844			**3,130,844**	2,462,162
	5,896,978			**5,896,978**	4,987,024
	32,934,073	27,359		**32,961,432**	22,907,626
....	677,681	1,410	120,241	**799,332**	(251,623)
	4,071,166	88,496	2,474,579	**6,634,241**	6,885,864
	$ 4,748,847	$89,906	$2,594,820	**$ 7,433,573**	$ 6,634,241

Program Services Expenses



Statement of Functional Expenses

	1983 Program Services					
	Social Development	**Small-Scale Industry and Crafts**	**Health and Nutrition**	**Agriculture**	**Community Improvement**	**Education/ Training**
Salaries	$ 591,039	$ 916,255	$1,062,141	$ 504,546	$ 235,839	$ 904,146
Employee fringe benefits	101,384	157,170	182,195	86,548	40,455	155,093
Payroll taxes	55,556	86,125	99,837	47,425	22,168	84,987
Total salaries and related expenses	747,979	1,159,550	1,344,173	638,519	298,462	1,144,226
Grants and awards	1,136,748	1,762,236	2,042,819	970,394	453,590	1,738,947
Grants to other agencies	290,312	450,054	521,711	247,827	115,841	444,106
Professional fees and contract service payments	71,349	110,609	128,220	60,908	28,470	109,147
Supplies	78,316	121,409	140,740	66,855	31,250	119,805
Telephone and telegraph	34,627	53,681	62,228	29,560	13,817	52,971
Postage and shipping	17,007	26,365	30,563	14,518	6,786	26,017
Advertising						
Film production and distribution	3,372	5,228	6,060	2,879	1,346	5,159
Printing	14,385	22,301	25,851	12,280	5,740	22,006
Occupancy	78,507	121,861	141,263	67,104	31,366	120,250
Rental of equipment	12,063	18,701	21,678	10,298	4,813	18,454
Travel and conferences	169,113	262,166	303,908	144,365	67,480	258,702
Interest						
Loss on foreign currency translations	58,316	90,403	104,797	49,782	23,269	89,208
Miscellaneous	37,428	58,024	67,262	31,951	14,936	57,257
Total expenses before depreciation	2,749,622	4,262,588	4,941,273	2,347,240	1,097,166	4,206,255
Depreciation of buildings and equipment	24,485	37,953	44,000	20,900	9,771	37,452
Total expenses	$2,774,107	$4,300,541	$4,985,273	$2,368,140	$1,106,937	$4,243,707

See accompanying notes to financial statements.

Year Ended June 30, 1983 with Comparative Totals for June 30, 1982

			1983 Supporting Services			Total Expenses	
Housing	**Refugee and Disaster Relief**	**Total Program Services** *(Note 2)*	**Management and General**	**Fund Raising**	**Total Supporting Services**	**1983**	**1982**
$112,442	$1,439,830	$ 5,766,238	$1,482,288	$ 390,646	$1,872,934	**$ 7,639,172**	$ 6,233,702
19,288	246,982	989,115	250,988	52,913	303,901	**1,293,015**	854,983
10,568	135,338	542,004	114,999	28,963	143,962	**685,966**	560,017
142,298	1,822,150	7,297,357	1,848,275	472,522	2,320,797	**9,618,154**	7,648,702
216,259	2,769,227	11,090,220				**11,090,220**	5,612,854
55,230	707,228	2,832,309				**2,832,309**	2,240,037
13,574	173,814	696,091	173,864	379,828	553,692	**1,249,783**	1,206,180
14,899	190,786	764,060	92,509	39,797	132,306	**896,366**	696,721
6,588	84,355	337,827	53,523	114,684	168,207	**506,034**	400,490
3,236	41,431	165,923	144,465	123,049	267,514	**433,437**	334,111
				1,568,160	1,568,160	**1,568,160**	938,803
642	8,214	32,900	9,187	55,605	64,792	**97,692**	72,749
2,737	35,044	140,344	43,454	155,647	199,101	**339,445**	325,564
14,955	191,495	766,901	75,262	44,376	119,638	**886,539**	720,094
2,295	29,387	117,689	46,946	8,082	55,028	**172,717**	138,013
32,173	411,976	1,649,883	114,472	74,811	189,283	**1,839,166**	1,624,268
			30,056	33,219	63,275	**63,275**	42,986
11,094	142,062	568,931				**568,931**	234,460
7,120	91,182	365,160	36,113	10,892	47,005	**412,165**	283,518
523,100	6,698,351	26,825,595	2,668,126	3,080,672	5,748,798	**32,574,393**	22,519,550
4,657	59,641	238,859	98,008	50,172	148,180	**387,039**	388,076
$527,757	$6,757,992	$27,064,454	$2,766,134	$3,130,844	$5,896,978	**$32,961,432**	$22,907,626

Notes to Financial Statements

1. Organization

The accompanying financial statements include the resources and financial activities of Save the Children Federation, Incorporated (SCF) and Community Development Foundation, Incorporated (CDF).

SCF and CDF operate as voluntary, nonsectarian, nonprofit organizations under common management and in common facilities located in the United States and throughout the world providing both direct services for children and community self-help assistance.

The accounts of CDF, which are included in the General Funds in the accompanying 1983 financial statements, reflect $5,062 of public support and revenue and a like amount of program services for the year ended June 30, 1983. CDF has an unrestricted fund balance at June 30, 1983 of $185,431.

2. Summary of Significant Accounting Policies

The financial statements have been prepared on an accrual basis and in conformity with the standards promulgated by the American Institute of Certified Public Accountants in its audit guide for voluntary health and welfare organizations. The significant accounting policies followed are described below to enhance the usefulness of the financial statements to the reader:

Fund Accounting:

To ensure observance of limitations and restrictions placed on the use of resources available to SCF, the accounts of the organizations are maintained in accordance with the principles of fund accounting. The purposes of the funds maintained by SCF are as follows:

a. General Funds represent resources over which the Board of Directors has discretionary control and are used to carry out the operations of the organization in accordance with its by-laws.

b. Restricted Funds represent resources currently available for use, but expendable only for those operating purposes specified by the donor. Resources of this fund originate from gifts, grants and investment income earned on certain restricted endowment funds.

c. Endowment and Similar Funds represent the principal amount of gifts and bequests accepted with the donor stipulation that the principal be maintained intact in perpetuity until the occurrence of a specified event, or for a specified period and the income only be utilized. Funds functioning as endowments have been established by the Board of Directors for the same purpose as endowment funds, however any portion of these funds may be expended at the direction of the Board of Directors. These resources originate from gifts, bequests, and amounts received in trust.

Working Funds:

Foreign field offices maintain certain working funds in their respective local currencies. Such funds have been translated into U.S. dollars at foreign exchange rates in effect at year-end.

Contributions:

Contributions received from the public are recognized as public support when received and are considered available for General Funds purposes unless otherwise specified by the donor.

Sponsorships:

Sponsorships are recorded as public support when received, except as follows:

a. Amounts due from sponsors represent cash received from July 1 through August 31 of each year that is applicable to the preceding fiscal year's public support.

b. Advance payments from sponsors represent cash received prior to the end of the fiscal year applicable to the subsequent fiscal year.

Grants and Contracts:

Support received under grants and contracts with the United States government and private foundations are recorded as public support when the related expenditures are incurred. Grants and contracts receivable represent amounts due for expenditures incurred prior to June 30. Unexpended amounts represent cash received in advance of the related expenditures.

Donated Materials:
Donated materials ($962,000 in 1983) are reflected as contributions at their estimated value at date of receipt.

Investments:
Securities purchased for investment are carried at cost. Those received as gifts are recorded at market value at date of gift.

Gains and Losses and Investment Income:
All gains and losses arising from the sale, collection, or other disposition of investments and other noncash assets are accounted for in the fund which owned such assets. Income derived from investments is accounted for in the fund owning such assets, except for income derived from investments of endowment and similar funds, which income is accounted for in the fund to which it is restricted or, if unrestricted, as revenue in General Funds.

Land, Buildings and Equipment:
Land, buildings and equipment are stated at cost. Depreciation is computed on a straight-line basis over the estimated useful lives of the respective assets.

Interfund Borrowings:
Interfund borrowings bear interest at a rate equivalent to the investment yield of the fund at the date of the borrowing.

Pension Plan:
SCF has a noncontributory defined benefit pension plan which covers substantially all salaried employees who meet certain age and length of service requirements. Pension costs, which are funded as accrued, are computed using accepted actuarial methods and include current service costs and amortization of prior service costs over a 20-year period.

Tax-Exempt Status:
SCF and CDF are tax-exempt organizations under Federal and state income, gift, estate and inheritance tax laws.

3. Restricted Cash
SCF received a contribution in 1980 of approximately $2.3 million from a U.S. corporate subsidiary in Zimbabwe. These funds (including interest thereon) of $1,593,000 at June 30, 1983 are subject to currency exchange restrictions by the Zimbabwe government and must be used for nonprofit purposes within that country. SCF has been providing services through its Harare field office since 1981. This contribution is recognized as public support as these funds are expended and, accordingly, $1,593,000 is included in deferred revenue at June 30, 1983.

4. Advances to Other Agencies
SCF has entered into several contracts whereby it is acting as the lead organization of a consortium with other nonprofit agencies. These contracts require SCF to be responsible for the administration and coordination of the programs, including disbursement of all funds awarded. During fiscal 1983, SCF received $3,803,000 and disbursed $4,061,000 (including $2,123,000 of grants to other agencies) on these programs. At June 30, 1983, $347,000 was unexpended and $70,000 of net advances has been made to other agencies with respect to these programs.

5. Investments
Investments are comprised of the following:

	June 30, 1983	
	Cost	**Market**
Common stock	$1,076,018	$1,391,245
Government bonds	102,812	95,000
Corporate bonds	311,038	295,050
Short-term investments	669,321	669,321
	$2,159,189	$2,450,616

6. Land, Buildings and Equipment

Land, buildings and equipment consist of the following

	Estimated Useful Lives	June 30, 1983
Land		$ 534,789
Buildings and improvements	10-50 years	2,949,608
Furniture, equipment and vehicles	5-10 years	2,352,432
		5,836,829
Less, Accumulated depreciation		1,974,279
		$3,862,550

7. Interfund Receivable/(Payable)

During fiscal 1982, the Board of Directors authorized a $400,000 borrowing from the unrestricted portion of the Endowment and Similar Funds to the General Funds for buildings and improvements. This borrowing is intended to be repaid from a capital campaign over the next several years.

8. Pension Plan

Pension expense for 1983 was approximately $504,000. At January 15, 1983 (the latest available valuation), the actuarially computed value of accumulated plan benefits were:

Actuarial present value of accumulated plan benefits (assuming a 5% rate of return):	
Vested	$1,377,000
Nonvested	228,000
Total	$1,605,000
Net assets available for benefits at June 30, 1983	$3,070,000

Auditor's Report

To the Board of Directors of
Save the Children Federation, Incorporated:

We have examined the balance sheet of Save the Children Federation, Incorporated as of June 30, 1983, and the related statements of support, revenue, and expenses and changes in fund balances and of functional expenses for the year then ended. Our examination was made in accordance with generally accepted auditing standards and, accordingly, included such tests of the accounting records and such other auditing procedures as we considered necessary in the circumstances.

In our opinion, the financial statements referred to above present fairly the financial position of Save the Children Federation, Incorporated at June 30, 1983, and the results of its operations and changes in fund balances for the year then ended, in conformity with generally accepted accounting principles applied on a basis consistent with that of the preceding year.

Three Landmark Square
Stamford, Connecticut 06904
September 26, 1983.

COOPERS & LYBRAND

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Save the Children is grateful for the support it receives from over 200 corporations. Those listed above have, over the past several years, contributed a minimum of $500 in grants or services.

Over 100 foundations, including the New York Community Trust, the Ford Foundation, the W. Clement and Jessie V. Stone Foundation, the Rockefeller Foundation and the Winthrop Rockefeller Foundation, currently support the work of Save the Children.

You can assist the children of tomorrow by remembering them in your will. For information about planning a bequest or a life income gift, contact the Director, Fund Raising Division, Save the Children, 54 Wilton Road, Westport, Connecticut 06880. Or call our toll-free number, 800/243-5075.

Save the Children.
54 Wilton Road
Westport CT 06880 USA

UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON D C 20523

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AUG 9 1984

The Honorable Mickey Leland
Chairman, Select Committee on Hunger
House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

Thank you for your interest in AID's efforts to address hunger-related issues. In answer to your letter of July 9 to Dr. Brady, we are enclosing our responses to the 16 questions you asked.

If we may be of further assistance to you please let us know.

Sincerely,

James O'Meara

for Kelly C. Kammerer
Director
Office of Legislative Affairs

Enclosures: a/s

Food Needs - Ethiopia and Mozambique

Mr. Leland: The Economic Research Service of USDA stated on June 6 that Ethiopia and Mozambique need more than one million tons of food aid. How are these food needs going to be met?

Answer: Ethiopia and Mozambique share a number of characteristics from the standpoint of the need for imported food and the difficulty of delivering food to people-at-risk.

After a survey on the ground in Ethiopia, the United Nation's Food and Agriculture Organization (FAO) estimated that although needs in the drought-stricken areas of Ethiopia might be as great as 450,000 metric tons (through December 1984), only about 125,000 metric tons could be moved given the available transportation resources. Further, the 125,000 ton figure assumes a maximum effort by the Ethiopian Government. In addition, the single most significant factor affecting food distribution to the areas affected by drought is the extent to which fighting between the Government of Ethiopia and separatist guerrillas prevents delivery of food to non-combatants-at-risk in the areas under contention.

A.I.D. has approved 24,000 metric tons of food for emergency relief in Ethiopia this year and will soon announce further donations. The World Food Program advises that emergency contributions by other donors are over the 98,000 metric ton mark and additional responses to a new World Food Program appeal are likely in the near future. Thus, current pledges are already within a few thousand tons of the level that it is believed possible to deliver, and the balance should be forthcoming in a matter of weeks.

The Government of Mozambique has recently revised downward its estimate of the food imports needed for the period July 1, 1984 - April 30, 1985. Originally estimated to be 550,000 metric tons, the Government now believes only 315,200 metric tons will be needed. This new, reduced forecast was arrived at after the Government analyzed more carefully the information available on the extent of the current drought, expected marketed production, plans for commercial imports and presently known donor inputs. According to the World Food

Program, donor nations have already provided more than 365,000 metric tons of cereals aid against 1983/84 requirements. Given the increasingly forthcoming and cooperative attitude of the Government of Mozambique, I believe it highly probable that between Government commercial purchases and donor commitments, the 315,000 metric ton need for 1984/85 will be fully subscribed.

While the movement of food aid within Mozambique has been extremely difficult in the past, the Government has worked hard to improve its performance. With the assistance of a number of private and voluntary organizations, and donor governments, more food is being delivered to more needy people in Mozambique every day. Although there are still major security problems in most of Mozambique's provinces, the Government is convinced, and I am optimistic, the food delivery situation will continue to improve in the future.

EMERGENCY FOOD SECURITY RESERVE

MR. LELAND: What is the use of the Emergency Food Security Reserve in meeting current hunger needs?

ANSWER: Almost all of A.I.D.'s legal authorities to move American abundance to meet hunger needs abroad require that the food be purchased in a way that will not cause disorder in U.S. or international agricultural markets. If at any time there were danger of disturbing the markets in this way, the Emergency Food Security Reserve would be drawn upon to meet the hunger need without upsetting the markets.

In recent years, there has fortunately not been any danger of disturbing the markets with PL 480 or OFDA purchases. But bad weather or a number of unforeseen happenings could create such a situation, and the Reserve is needed to guarantee the U.S. has a capability to respond to hunger even in such circumstances.

MEETING INCREASED NEEDS UNDER PL 480

MR. LELAND: USDA announced early this month that less developed countries would have to import 31 million tons of food next year, a rise of 3 percent, simply to keep hunger in check at a level far below accepted nutrition needs. How do you project that the PL 480 program will change to meet this need?

ANSWER: USDA's projection of import needs reflects effective demand for food by those who can afford to buy it. PL 480 helps address these needs through Title I and III programs and occasionally through Title II emergency and Title II Section 206 programs. The Food for Peace Program is also programed to help decrease the growth in food import requirements and help recipient governments better use their own resources. By encouraging policy reform and wise local currency use through PL 480 assistance, the U.S. Government helps recipient governments to increase their self-reliance.

In many countries, PL 480 has strongly supported agreements with the IMF and World Bank designed to improve debt positions and strengthen the ability of the recipient government to afford commercial imports of food. In some countries, PL 480 has allowed the U.S. to be the major actor in donor discussions on policy reform with the recipient governments. We will continue to strengthen the ability of AID Missions to use PL 480 in this manner and we will support ongoing policy dialog processes. The strongest policy reform instruments are typically Title III and Title II Section 206 programs. We hope to streamline the approval process for the Section 206 programs.

PL 480 sales provide governments with local currency which they program in cooperation with AID. To help alleviate the need for food imports, AID will continue to guide recipient governments in programming local currency for food production, agricultural marketing, and infrastructure projects. AID will continue to integrate DA funds as much as possible with these projects.

Title II regular programs directly alleviate hunger by addressing nutritional needs of mothers and children and providing food in food-for-work projects. These programs generally meet food needs above and beyond the 31 million tons of imports projected by USDA. Yet administrative problems in the recipient countries limit the amount of food that can be provided through these programs. AID is not able to provide all the funding to voluntary agencies for developing the programs that might conceivably be needed. Recipient governments need additional encouragement to gradually administer and fund the programs themselves. AID is encouraging voluntary agencies to begin programs in certain countries and to phase out of others, but may need to provide additional resources for these activities.

IMPROVEMENTS IN DISTRIBUTION SYSTEMS

MR. LELAND: What steps are being taken to improve the effectiveness of food aid by increased efforts in developing storage, transportation and distribution systems in recipient countries?

ANSWER: Increased efforts in developing storage, transportation and distribution systems in countries which receive food aid are, of course, a long term development effort. AID interventions are planned to help reduce this constraint over the longer-range and to improve effectiveness over the short run, as well. We are currently working on a wide range of activities which should help to improve our ability to provide food aid effectively:

1. Our Office of Foreign Disaster Assistance (OFDA) provides dollar assistance which helps overcome a variety of logistical bottlenecks, including truck rental, spare parts and fuel, warehouse repair, assessment surveys, and logistical management units.

2. We coordinate closely with the UN/FAO's World Food Program (WFP) on food movements and port and storage capacity in Africa so that we can make the most efficient use of existing infrastructure. The WFP's recent special logistic report on "ports' capacities, storage offtakes and costs", complements our own assessment in these areas.

3. We are encouraging PVOs to establish operations in Africa to strengthen targeting and distribution mechanisms. World Vision Relief Organization and Adventist Development and Relief Agency have joined Catholic Relief Services and CARE in proposing regular and emergency assistance programs.

4. We provide technical assistance and training in food handling, storage and movement.

5. We are helping recipient countries to strengthen and use their private sectors' capacities to store, move, handle and distribute food.

6. Local currency from the sale of Title II emergency food frequently complements OFDA funds to reduce short-term problems but can also be a powerful tool in the development of in-country storage, transportation and distribtion systems by providing funds for construction, maintenance and training in recipient countries. We are also encouraging recipients to program local currency proceeds of Title I for these purposes.

PROBLEMS INHIBITING DAIRY DONATIONS

MR. LELAND: What are the potential problems with expanding distribution of dairy surpluses in overseas donation programs? Is there a detrimental impact on local dairy industries?

ANSWER: There are several problem areas in expanding distribution of Section 416 dairy products to African nations:

1) Since many African countries are not normally milk consumers, encouraging the consumption of milk should not be done without considering the long-term consequences of altering tastes and preferences. Donated milk should be linked to encouraging local production so as not to create dependencies on foreign foods which developing nations have not developed the capacity to produce.

2) In some parts of Africa, local populations find that milk is not readily digestible.

3) As butter, cheese, and butteroil are all perishable, their storage can be problematic in African climates, particularly given the enormous logistical and internal transportation constraints in so many African countries.

Many PVOs are reluctant to become involved in distributing Section 416 commodities unless the provision of these commodities will provide developmental as well as humanitarian impact. The relative lack of program support funds is a barrier to effective food programming. While this barrier can be overcome to some extent by selling commodities to generate local currencies, monetization of dairy products creates real sensitivities among commercial suppliers of milk. Some milk exporting countries have expressed strong concern that the provision of dairy assistance to developing nations may disrupt their commercial markets.

As dairy industries in Africa are relatively undeveloped and milk is generally consumed by herd owners and their extended families, the detrimental impact to local producers should not be a major problem. However, this issue should be examined in the field by the AID Missions and the implementing agencies so as to ensure that dairy donations do not provide disincentives to local producers.

IMPACT OF MILK PRODUCTS AMONG POPULATIONS WHICH DO NOT NORMALLY USE THEM

MR. LELAND: Is there a detrimental impact among populations which do not use milk products? (Follow up to "What are the potential problems with expanding distribution of dairy surpluses in overseas donation programs?")

ANSWER: Some populations in LDCs do not normally use milk products to any great extent. Expanded consumption of milk products could be detrimental because of possible intolerance to lactose (milk sugar).

The intolerance is due to a reduction in the level of an individual's intestinal enzyme lactase. This is a genetic adaptation. The problem develops gradually in individuals and it is more noticeable in older children (10-12 yrs) and adults than in young children. Clinical symptoms are diarrhea, abdominal pain, bloating and flatulence.

Prevalence of the problem is higher in Blacks, Native Americans, Orientals and people of Mediterranean descent. Whites of other origins have also shown lactose intolerance, but at a significantly lower prevalence.

Intolerance to lactose is related to the amounts of dairy products consumed. Large amounts of milk (the equivalent of 1 quart or more) are usually required to cause intolerance in children.

Preschool child feeding programs and school lunch programs, in operation for more than 30 years in many developing countries, use only about 1/2 pint of milk daily. In many programs this is taken with other food which mitigates the problem. This amount of milk is generally not enough to cause an intolerance response. Skimmed milk powder, used in many feeding program overseas, contains more lactose than whole milk. Even so, reconstituted skimmed milk powder is usually consumed in amounts too little to cause an intolerance response.

Consumption of milk products can have a beneficial impact where protein deficiency is widespread and protein-calorie malnutrition is a serious childhood problem. Nutrition experts consider milk a virtually complete food and strongly advocate its use for child feeding programs.

LEVEL OF U.S. DEVELOPMENT ASSISTANCE

MR. LELAND: In terms of volume, the United States is the largest donor of development assistance to the third world. However, it terms of gross national product, several other western nations provide higher levels of assistance. Do you believe our present level of development assistance should be increased?

ANSWER: While the Administration does plan modest growth in our development assistance programs, we don't expect substantial increases for the foreseeable future. As a result, the U.S. will probably continue to be the largest aid donor but will also continue to rank low in a share of GNP comparison with other donors.

In reviewing the comparative levels of assistance of various nations, it is important to take note of all forms of contributions to our international responsibilites. The U.S. bears a disproportionate share of the common defense and peace keeping costs and it is appropriate for other donors to contribute higher proportions to GNP to development assistance.

PL 480 TITLE II FUNDING AND FOOD SITUATION IN AFRICA

MR. LELAND: Your Agency has not requested an increase in PL 480 Title II funding for next year, in spite of the worsening food situation in Africa. Can you comment?

ANSWER: While the food situation is worsening in some areas of Africa, in other regions it is still too early to estimate outside food needs for 1985. Nonetheless, AID has already taken several steps to address African food needs over the coming year:

1. Food assistance approved over the last two months for drought stricken eastern and southern Africa will arrive during the fourth quarter of calendar year 1984 to help meet 1984-85 food needs. Much of this assistance is attributable to our FY 1984 budget.

2. We are continuing to encourage PVOs to develop food programs in sub-Saharan Africa and, consequently, will have more regular program food in country.

3. The $150 million supplemental for African emergencies will be used to alleviate the results of drought.

4. Enhanced by the supplemental, our FY 85 worldwide unallocated food reserve of 500,000 MT can be used to combat drought emergencies. This reserve normally handles all worldwide food emergencies in a given year.

5. Finally, the proposed $50 million Presidential fund to facilitate quick response to emergency food requests will add another dimension to our ability to respond to the situation in Africa.

THE CHILD SURVIVAL FUND

MR. LELAND: What steps has AID taken to consider administration of the proposed Child Survival Fund? Are there plans to encourage participation by private voluntary organizations? How will international organizations such as UNICEF be involved?

ANSWER: Although AID is strongly supportive of the goals of the proposed Child Survival Fund, the Agency's official position has been to oppose a special Fund on the grounds that it would limit the Agency's autonomy and flexibility to program Development Assistance funds. Nevertheless, enhancing child survival is a fundamental objective of AID's programs in several sectors. We estimate that more than two-thirds of AID's health budget, for example, is used in support of activities that promote child survival.

Improving the prospects for survival in the developing world depends on a number of factors, including: availability of adequate food and nutrition; access to basic education (particularly for girls); availability of modern family planning information and services as well as to basic health services. AID is in the process of reviewing in detail the relationship between its efforts in these various sectors and the objectives of the proposed Child Survival Fund. We will continue to work closely with multilateral organizations, private voluntary groups, and other bilateral donors who share our goals in these areas. With the continued strong support from the Legislative Branch, we are confident that the U.S. can bring about real improvements in the lives and life chances of children throughout the world.

AID'S OVERALL ANTI-HUNGER STRATEGY

MR. LELAND: Does AID have an overall anti-hunger strategy for the countries in which the agency serves?

ANSWER: Yes. Two strategy documents of interest in this regard are:

1. AID Food and Agriculture Strategy--November 1983
2. AID Nutrition Strategy--January 1984

We are forwarding copies of these to the Committee.

In addition, we expect to publish soon the Agency Strategic Plan. The draft Plan, which works with a problem orientation rather than a sector orientation, identifies hunger as one of the six problems of Agency focus. The draft Plan identifies two general standards of achievement with respect to the hunger problem:

1. That for each country, at least 90% of the population achieve the FAO critical level of caloric intake (1.2 X Basic Minimum Requirement), by the year 2000.
2. That for each country the percentage of children under age five suffering from chronic and severe under-nourishment be reduced to less than 20% of the age group, by the year 2000.

We view these standards of achievement as levels of progress against the hunger problem that could be attained in most countries by the year 2000, provided that a concerted effort is made. AID intends to use these standards as a programming tool. We will be seeking to achieve their widespread acceptance by host countries and other donors, and we will support comprehensive efforts to reach these levels of achievement.

The draft Agency strategic plan, which will be finalized in the next few weeks, details the assistance approach AID employs, and further identifies specific steps that AID missions will be asked to take over the next few years. The plan moves the Agency in the direction of more sharply focusing on hunger as the problem, rather than merely on agriculture as a sector of activity.

COORDINATION FOR FOOD, AGRICULTURE AND HEALTH ASSISTANCE

MR. LELAND: Does AID work with other donor agencies in setting priorities for food, agriculture and health assistance?

ANSWER: Yes we do, and very actively. For example, the Development Assistance Committee of the OECD, of which the United States is a member, will be meeting with OPEC donors in October 1984 to analyze food problems in low income countries, and the DAC donors will also meet in November 1984 to examine food aid as a development tool.

In addition to such international coordination, AID works directly with other donors and developing countries on food, agriculture, and health policies and programs. We do this in a variety of ways, including participation in World Bank-led consultative group meetings for specific coutries, and at the country level through periodic meetings of US AID staff with other donor representatives.

EFFECTIVENESS OF PRIMARY HEALTH CARE

MR. LELAND: Can you comment on the effectiveness of primary health care programs in alleviating hunger?

ANSWER: The relationship between infection and nutrition has been extensively investigated in a number of developing country locations. In a thorough review of dozens of primary health care programs, for example, nutrition surveillance and supplementation emerged as one of the most successful program interventions for lowering infant mortality. Studies conducted by the Institute for Nutrition of Central America and Panama (INCAP) and in Narangwal, India emphasize the importance of keeping the infection load to a minimum in order to prevent malnutrition. Moderate to severe malnutrition is closely linked to diseases such as measles and diarrhea, which reduce appetite, increase the breakdown of body tissues, and reduce absorption of food from the gut. In addition, in many countries cultural taboos prohibit or severely restrict food consumption during illness. Primary health care programs emphasizing diarrheal disease control through Oral Rehydration Therapy and immunizations for diseases like measles can make a significant contribution to reducing malnutrition. The primary health care program is also beginning to serve as an effective tool to deliver nutrition education, growth monitoring and if necessary, food supplements to the most vulnerable members in the community.

We would be happy to provide data from studies on this subject at your request.

DONOR COORDINATION IN ADDRESSING WORLD HUNGER

MR. LELAND: Mr. McPherson in testimony before the Foreign Affairs Committee last year expressed concern about international coordination and cooperation in addressing world hunger. Have there been improvements in donor coordination? Does AID still believe that the World Bank is best suited to serve as lead agency in coordinating efforts.

ANSWER: Yes there have been improvements. As one example, in November 1983 the Development Assistance Committee of the OECD issued guidelines on donor coordination. These have been very helpful, in further sensitizing bilateral and multilateral donors to the need for greater efforts at coordination, and in providing practical guidelines to facilitate such coordination.

In recent contacts with a number of major donors we found donors very interested in coordination, and willing to discuss specific measures for improvements. This represents a marked improvement over the past three years.

We continue to believe the World Bank is best suited to serve as the lead agency in those countries in which the World Bank is active, particularly where there is a donor consultative group or Bank resident representative. In some of the smaller African countries and elsewhere where these conditions don't apply, we are looking for other arrangements. We have found that one donor coordination group in Africa--Cooperation for Development in Africa (CDA), has proven to be a successful mechanism for focusing donor attention on agricultural problems. CDA has examined a number of sectoral issues in individual LDCs as well as inter-regional aspects. In addition, the UNDP, as the United Nations agency charged with coordination of technical assistance within the UN system, often can play a very useful role. Coordination, of course, has to be tailored to the local country circumstances.

FOOD NEEDS AND FOOD AVAILABILITIES

MR. LELAND: Considering all sources of direct food assistance, what is AID's estimate of the shortfall between food needs and food availability from all sources, for the 24 drought-stricken African nations?

ANSWER: Precise quantitative estimates of availabilities are not possible, because the prediction of food availabilities requirements is an art, not a science. There is much we do not know about such variables as on-farm stocks, or even the total population of many of these countries. The definition of needs is itself imprecise, ranging from "the total shortfall of domestic supplies from total domestic demand at high employment" to "the imports absolutely essential to avoid starvation or dangerous malnutrition". Operational needs are different yet again, as these are the quantities that can be effectively delivered to the people in need, given the limitations of transport, handling and distribution facilities.

AID carefully reviews each request we receive in light of all available information we have about the needs and the capacities of the recipient economy. We also carefully examine the likely impact of additional food aid upon the growth of the recipient economy's agricultural sector and food self-reliance.

This year we have tripled the quantities provided to sub-Saharan Africa and in combination with other donors' contributions are probably meeting close to all the most basic requirements that operationally can be met.

INCREASING FOOD ASSISTANCE TO CRITICAL AREAS

MR. LELAND: What is currently being done to increase assistance in critical areas such as Sub-Saharan Africa, parts of South America including Bolivia, and such problem areas as Haiti in the Caribbean and Bangladesh Asia?

ANSWER: A.I.D. has moved quickly to respond to the immediate hunger problems in each of the named areas and also to help these economies get at the root of these problems. In Africa, not only has the U.S.G. already provided over $159 million of food aid this fiscal year, we have also approved nearly another $4 million from the only recently signed FY 84 supplemental appropriation. In the longer run, A.I.D.'s proposed Economic Policy Initiative is especially designed to help these countries take the reforms needed to increase their productive capacity and their food self-reliance.

In Bolivia, we quickly responded to the emergency created by El Nino with OFDA (Office of Foreign Disaster Assistance) aid in the form of food, shelter materials and medicines, as well as disaster recovery advisors. This help was supplemented with food commodities, some of which were monetized, provided to both rural areas and cities. We then helped Bolivia shift to a medium term recovery assistance program from the immediate concentration on emergency relief and made a special effort to help the Bolivians reach more remote *altiplano* communities. Title III resources were also made available to the flood and drought regions.

In Haiti and in Bangladesh, we have been using Title III resources to support policy changes and investment activities aimed at increasing the ability of farmers to use the markets to increase their revenues and their access to modern imputs of fertilizer and new techniques. These increased these farmers' productivity, output, and incomes. The Caribbean Basin Initiative is also helping Haiti become more food self-reliant. In the meantime, in 1984 we provided nearly $2 million more in Title II food than in 1983 as part of our direct assistance to overcoming hunger in Haiti.

In Bangladesh, we have used title III to support the liberalization of fertilizer and foodgrain marketing as well as to provide resources for investment in these areas. We have helped Bangladesh better focus its system of food assistance to the needy upon those truly at risk, meanwhile continuing to provide substantial inputs into such directed distribution programs both directly and in cooperation with voluntary agencies.

DIPLOMATIC EFFORTS - ETHIOPIA AND MOZAMBIQUE

Mr. Leland: Would you comment on the status of any diplomatic action by our country to encourage negotiations to halt fighting in areas such as Ethiopia and Mozambique where fighting blocks relief efforts?

Answer: Due to the strained nature of U.S.-Ethiopian relations, our ability to help bring about an end to the 22 year old Eritrean and other insurgencies is severly limited. We have consistently made clear, however, that we support a negotiated settlement to the conflict in the North, which not only hinders relief efforts and drains scarce resources, but also adds to general long-term instability in the region. We have also urged each of the countries in the region to respect the territorial integrity of the others and to refrain from exacerbating, through support of cross-border activities, etcetera, the various internal problems that exist. Our European allies have also worked for this objective.

Regarding Mozambique, on March 16th this year, Mozambique and South Africa signed the Nkomati Accord in which, _inter alia_, the government of South AFrica effectively promised to terminate its support for the insurgent movement within Mozambqiue. The U.S. did play an active role in urging the parties to meet, to negotiate and to arrive at final agreement. We believe that both sides have been adhering to the letter and spirit of Nkomati and that this has been a very useful step towards peace in Mozambique and the region. We are concerned that violence continues in Mozambique and note that the Government of Mozambique is taking a number of steps to bring it to an end. The recently announced amnesty is one such step.

> Research can further clarify the relationship between nutrition and human development, but even without such precise knowledge both common sense and common decency require us to support efforts to improve diets of mothers, infants and children, and indeed for all who for want of adequate income subsist on diets that may compromise health and a genuine sense of well being.
>
> Dr. Julius Richmond
> Assistant Secretary for Health &
> Surgeon General

Hunger In America: The Federal Response

by Nick Kotz

This is the sixth in a series of papers which address areas of particular interest and concern of the Field Foundation. All have examined the policies and practices of the national government. The other papers were:

I. *A Better Day for Indians*, by Vine Deloria, Jr., April 1977.
II. *Taps, Bugs, and Fooling the People*, by Herman Schwartz, June 1977.
III. *The Federal Government in Appalachia*, by James Branscome, July 1977.
IV. *Freedom Came to Mississippi*, by L. C. Dorsey, September 1977.
V. *Supplying Repression*, by Michael T. Klare, December 1977.

Hunger In America: The Federal Response

by Nick Kotz

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Foreword

Over the past decade the Field Foundation has had a special concern for problems of hunger and malnutrition in the United States. This began in 1967 with the sponsorship of a team of physicians whose investigation revealed widespread hunger and malnutrition in depressed communities of the nation. It continued in 1968 with assistance to the Citizens Board of Inquiry into Hunger and Malnutrition in the United States. The Board's findings, published in *Hunger USA* shocked those who did not believe hunger to be a daily condition for millions of Americans.

A decade later, in 1977, the Foundation again supported a group of physicians who returned to those same regions visited by the initial group to assess conditions of hunger and malnutrition. Observations by these doctors are an important part of this report.

These observations, reinforced by continuing field work of several of these physicians, indicate that through federal food legislation enormous progress has been made in providing hungry Americans with an adequate diet. As Mr. Kotz states, "the doctors' latest findings suggest that food aid programs may represent one of the unsung, yet most effective anti-poverty efforts of the last fifteen years." Where in 1967 the physicians saw many children with swollen stomachs, dull eyes and open wounds, there were fewer visible signs of malnutrition and its related illnesses. However, hunger and malnutrition have not vanished. One doctor who visited migrant camps in Florida observed conditions of malnutrition similar to a decade ago.

The doctors also reported that critical issues of employment, housing, and comprehensive medical services persist. Housing conditions were generally said to be worse than a decade ago. The number of unemployed reported in some communities was staggering.

Over the past ten years the Food Stamp Program has become one of the most accepted of the national entitlement programs. Many Americans have come to realize that, given the enormous human and productivity costs of hunger, no American should suffer the blight of malnutrition in a nation with such an abundance of agricultural products. Although federal programs, particularly the Food Stamp Program, provide the means for food for many low-income Americans, these programs as yet reach approximately half of those eligible. The program is an entitlement of critical importance to millions of Americans, but as the doctors reported, administrative barriers have prevented the participation of many needy Americans. Some of these barriers have been lifted by the passage of the 1977 Food Stamp Act.

The Act removes the purchase requirement which in the past has locked out those too poor to pay for stamps. It also provides easier access for participants and simplifies the often cumbersome regulations both for eligibility and administration. These changes should help to reduce the "gatekeeper" mentality which the doctors found prevalent throughout the administration of the program. Preliminary indications since these reforms became effective point to a significant increase in participation, especially among the rural poor. The major features of the new Act are reviewed in the Appendix.

While only the barest subsistence needs are being met by Federal food programs, those programs are proving a critical imperative to the nation's health. While tremendous progress has been made through these programs, we have yet to meet the full challenge of feeding the hungry in America. It is a challenge to Congress to adequately fund the Food Stamp Program in order to provide for all eligible persons and to keep pace with inflation. It is a challenge to the Department of Agriculture both to insure outreach and to monitor and enforce the new law. It is a challenge to concerned national, state and local anti-hunger organizations both to work for maximum participation of the eligible and against program abuse. Much remains to be accomplished, but as Mr. Kotz states, "The entitlement of all needy Americans to an adequate diet is a goal that is within our capability. If only we will reach for it."

Field Foundation
April, 1979

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Our first and overwhelming impression is that there are far fewer grossly malnourished people in this country today than there were ten years ago. Malnutrition has become a subtler problem.

Field Medical Team

The fact is no one around here has any stamps left by the last week of the month even though most of our diet consists of beans, potatoes and corn bread. The price of food is going up every day, and the small raises in our stamps we get from time to time in no way match the cost of food prices. Although many changes need to be made in the food stamp program, it is better than no program at all.

Daniel Mullins, Black Lung
victim & food stamp
recipient
Drift, Kentucky

The impression that these children had not eaten much was supported by a look in the kitchen, where there was literally no food at all either in the refrigerator or on the shelves. We were told here and in many other kitchens that were bare that this was the beginning of the month, that food stamps were about to be purchased, that there would be more food in the house in a few days, but it was clear that at this time in this house, there was no food. The children could not afford to wait.

Dr. Gordon Harper, (on
conditions in LaFlore
County, Mississippi)

Laying aside the insensitivity of case workers and the poor program administration, the program in general is the best as far as feeding hungry people. Frankly, my daughter, grandson and I would die of malnutrition without it.

Minnie Huntley, food stamp
recipient
Durant, Mississippi

Hunger In America

"Wherever we went and wherever we looked," the doctors reported, "we saw children in significant numbers who were hungry and sick, children for whom hunger is a daily fact of life, and sickness in many forms, an inevitability. The children we saw were more than just malnourished. They were hungry, weak, apathetic. Their lives are being shortened. They are visibly and predictably losing their health, their energy, their spirits. They are suffering from hunger and disease, and directly or indirectly, they are dying from them — which is exactly what 'starvation' means."

That report, in testimony to Congress in June 1967,[1] shocked the nation. Sent out to investigate by the Field Foundation, the physicians were describing conditions not in Biafra or the Sahel, but right here in overfed, diet-conscious America. The doctors' bleak medical testimony, buttressed by similar findings by congressional and citizen committees, galvanized the country into action. Over the years that followed, Congress has enacted more than a dozen food aid laws and now appropriates more than $9 billion annually to feed the poor.

In the conservative political climate of the late 1970s, however, exposés about the plight of the poor have gone out of style. Instead, there is an insistent chorus of budget-conscious questions: What does the country have to show for its multibillion dollar expenditures in the so-called War on Poverty? Are there fewer hungry people? Do the food programs really work? Should these programs be expanded or curtailed? Or should they be eliminated entirely as part of a streamlined overhaul of the welfare system?

The Field Foundation began to seek answers to these questions. Just as it had sponsored the original doctors in 1967, the Foundation—which specializes in issues of poverty and discrimination—dispatched another medical team, including four doctors from the original trip. The doctors' more recent findings suggest that food aid programs may represent one of the unsung yet most effective antipoverty efforts of the last 15 years.

From May to September, 1977, the six teams of doctors fanned out across the country, carefully retracing steps many of them had taken ten years earlier into the worst pockets of poverty in America. Their investigation took them into the fertile plantation delta of Mississippi and Arkansas, the scarred tenements of the Bronx, the isolated mountain hollows of Appalachian Kentucky, the swampy coastal regions of South Carolina, the crowded Mexican-American barrios of San Antonio, and the shanty migrant work camps of central Florida.

Summarizing their 1977 findings, the Field medical team stated: "Our first and overwhelming impression is that there are far fewer grossly malnourished people in this country today than there were ten years ago. Malnutrition has become a subtler problem. In the Mississippi delta, in the coal fields of Appalachia and in coastal South Carolina — where visitors ten years ago could quickly see large numbers of stunted, apathetic children with swollen stomachs and the dull eyes and poorly healing wounds characteristic of malnutrition — such children are not to be seen in such numbers. Even in areas which did not command national attention ten years ago, many poor people now have food and look better off. This change does not appear to be due to an overall improvement in living standards or to a decrease in joblessness in those areas. In fact, the facts of life for Americans living in poverty remain as dark or darker than they were ten years ago. But in the area of food there is a difference. The Food Stamp Program, the nutritional component of Head Start, school lunch and breakfast programs, and to a lesser extent the Women-Infant-Children (WIC) feeding programs have made the difference."

In a miserable shack in the Mississippi Delta, for example, the doctors visited a very poor black family of four adults and a half dozen young children. There was no plumbing or drinking water in the house. Heat was provided by unsafe open fires. The children were not receiving needed educational or health services. But in the midst of all this, in the one working refrigerator, there were fresh milk and meat. "This food, purchased with food stamps, was the one difference from the situation ten years ago," the doctors reported, "and the children's health and liveliness reflected this (difference)."

Reporting on the conditions in rural St. Francis and Crittenden counties in eastern Arkansas, Field researcher Kenneth Dean noted that "poverty is rampant but the food stamp program brings food into the most terrible situations." Similarly, in eastern Kentucky the team visited a disabled coal miner, struggling to keep his family going on $135 a month. The miner's five children are surviving, in part, because each gets free lunches and breakfasts through the federally funded school feeding program.

In rural Missouri, the doctors reported, local officials still give aid grudgingly and with resistance, "but food stamps are absolutely essential in keeping people from going hungry."

The second principal conclusion of the doctors was that while federal food assistance has made a difference, it still is far from adequate. "We are not dealing with an ineffective tool of public policy," said Dr. Gordon Harper, "but with an inadequately used one. Congress, the President, and the public should know that the very effectiveness of such programs, where they do work, makes it a greater national tragedy that many people remain unreached."

The doctors filed reports on each area they visited. These accounts by no means represent an unqualified optimistic endorsement of present food aid programs or of the current nutritional health of the American poor. Indeed, the doctors found some hunger and considerable evidence of malnutrition and inadequately functioning food aid systems. And the doctors clearly do not suggest that federal food aid, even on an expanded level, represents a panacea for the complex problems of the poor. To the contrary, they stress that food and welfare aid meet only the bare survival needs of the poor, and that jobs, health care and decent housing must be principal concerns. But the doctors again fastened onto food aid as one concrete area in which they believe there has been significant progress and the opportunity for more. The new food stamp law which is being implemented in 1979 offers an unparalleled opportunity to entitle all citizens to a satisfactory level of nutritional well being.

* * * * *

Until hunger became a political issue in the late 1960s, the federal government's food aid programs were modest in size and geared principally to serve the needs of American agriculture. The largest single program, for example, was the distribution to the poor of surplus agricultural commodities which represented a price-depressing glut on the commercial market. But this agribusiness orientation of food aid changed rapidly once the issue became politicized following a series of disclosures by the Field Foundation doctors, a congressional subcommittee, spurred by then Senators Robert Kennedy (D-N.Y.) and Joseph Clark (D-Pa.),a *Hunger USA* report from a distinguished citizens committee, a Senate Select Committee headed by Senator George McGovern (D-S.D.), and a variety of journalistic exposés, including a dramatic documentary on CBS television. Various studies concluded that 10 to 15 million Americans suffered from serious problems of hunger and malnutrition.

A few comparisons indicate the ensuing dramatic growth of federal food aid programs in the wake of those reports: [2]

- Food stamps grew from a $288 million program serving 2.8 million people in 1968 to a $6 billion annual effort serving 16 million today.
- Free or reduced price lunches for

poor children grew from a $42 million program for three million children in 1968 to a $1.2 billion program serving 12 million poor children today. The government spends another $600 million subsidizing in part the lunches of all 26 million participants.

- Free school breakfasts have expanded from a $5.5 million program serving 300,000 children in 1968 to a $200 million effort serving more than 3 million children today.
- Child care and summer food service for children provide food for 3 million children today at a cost of $250 million in contrast to 1968 programs serving 140,000 children at a cost of $3.2 million.
- Supplemental feeding for women, infants and children (WIC) has grown rapidly from a $14 million program serving 206,000 people in 1974 to a $550 million program serving nearly 1.5 million people today.
- Nutrition for the elderly has mushroomed in five years from a modest experiment serving 41,000 elderly to a $202 million program serving 2.3 million elderly today.

Just how much has this expansion in government food aid contributed to improved nutrition among the poor? There is a general answer to that question, based on common sense and on the observations of people such as the Field Foundation doctors. Namely, the combined effect of these multibillion dollar programs has resulted in fewer people feeling the pangs of hunger and the effects of severe malnutrition. A recent decline in the infant mortality rate in the United States also may be attributed in part to improved nutrition among the poor. A more complex question is whether subtler forms of malnutrition (the lack of various essential nutrients) among the poor have been lessened significantly. Again, the gross evidence suggests an improvement. However, the nation continues to be plagued with a lack of sophisticated data about its nutritional well being.

The country was shocked in 1967 when the Surgeon General of the U.S. Public Health Service said we know more about the nutritional health of people in some underdeveloped countries than about that of Americans. In the heat of the hunger fight in 1967, Congress ordered a study of the nutritional status of the poor. The resulting 10-state survey by HEW reported that a serious percentage of the American poor suffered from deficiencies of iron, Vitamin A and C and other essential nutrients, and more disturbing, these inadequacies had led to the stunting of the development of many poor children. This study turned up a handful of cases of kwashiorcor and marasmus, the severe and deadly nutritional diseases abundant in the underdeveloped world, but rare in the United States. Unfortunately, the study was cut off before many of its findings could be fully developed. There is disagreement as to whether the shelving came because of personality disagreements within the HEW medical establishment or because the admission of serious malnutrition in the United States was politically unacceptable.

Similar controversy has swirled around a study, using the 10-state survey data, in which researchers at the University of California Medical School at San Diego warned that "brain development during gestation and early childhood should be considered in jeopardy for large numbers of children in the United States as a consequence of chronic severe undernutrition associated with low family income."[3] Other researchers have hotly disputed these findings.

The worst nutritional problems continue to plague American Indians of the South and Southwest, but there has been "progress" even in this distressed area. The Public Health Service Indian Hospital in Tuba City, Arizona treated 44 children suffering from marasmus and kwashiorcor in the period 1963-67, but only 17 children in the period 1969-73.[4] In addition, far fewer children there suffered from deficiencies in weight and stunted growth. The infant mortality rate on seven Indian reservations in Montana declined from 31.5 per thousand in 1972 to 16.6 in 1975, following introduction of a supplemental feeding program for pregnant women, infants and young children.[5]

Since the 10-state study, there have been two additional continuing national surveys, one conducted by the Center for Disease Control (CDC) of the U.S. Public Health Service; the other by the National Center for Health Statistics, which conducts a Health and Nutrition Examination Survey (HANES).

Taken as a whole, the CDC and HANES studies, based on data taken through the 1970s, indicate some improvement in nutrition among the poor since 1968, but these studies point to the same nagging problems. Unfortunately, the HANES studies do not concentrate specifically on the poor, yet the data still indicate possible shortages of Vitamins A and C, protein, calories, and iron among some subgroups of black and the poor.[6] Far more poor than non-poor have these indicated deficiencies. Nutrition education also is a factor isolated by Dr. Frank Lowenstein, a HANES researcher whose work shows that faulty diets among poor families are more common in cases in which the family head has only a grade school education than in those in which the family head finished high school.

The CDC studies which have focused specifically on the poor are helpful in pointing out both nutritional deficiencies and the benefits of well-directed food aid programs. CDC nutritional surveillance of children age 18 and younger over the period 1974-76 shows a slight improvement in undernutrition, but basically still indicates that up to 15 percent of poor children examined show symptoms of anemia and 12 percent are stunted in height.[7]

Summarizing the evidence from four surveys; the CDC reported that major nutritional problems appear to be most prevalent in young, minority group individuals of low socioeconomic status. These problems consist mainly of stunting, obesity, anemia, and dental caries.[8]

But the CDC studies also offered evidence that food aid programs are helping the poor. The most hopeful CDC findings came from its analysis of participants in the Women, Infants and Children (WIC) supplementary feeding program. In the WIC program, pregnant women, their infants, and young children who are at nutritional risk are provided health examinations, nutrition education and supplementary nutritional food packets. The WIC program is directed at a critically important problem because of the connection between a mother's diet and the low birth weight of infants and the link between low birth weight, infant mortality, birth defects and mental retardation.

After a continuing study, over several years, CDC reported: "Children entering the WIC program have a high prevalence of anemia, presumably caused by iron deficiency, a high prevalence of linear growth retardation, a high prevalence of overweight. Children in the program for one year experience considerable improvement in hemoglobin and hematocrit values (by which anemia is measured), and a slight improvement in linear growth. The proportion of low birth-weight babies born to WIC mothers is the same as the general population which probably represents a considerable improvement over what might have been without WIC."[9]

Studies of the WIC program by CDC and other researchers in individual states highlight some dramatic nutritional gains. A Yale University Medical School study of WIC participants in Danbury, Conn. over several years showed a growing impact in reducing the fetal death rate in the high risk population. An infant growth study showed that WIC participants caught up with nonparticipants in all measurements of health.[10]

Arizona participants in WIC recorded an 81 percent reduction in anemia, 82 percent reduction in underweight, and 64 percent improvement in stature. In Michigan, 30 percent of the women were anemic before WIC but only six percent after participation. Anemia among children participating in Oregon was reduced from 13 percent to one percent. In the Pennsylvania WIC program, the infant death rate for mothers was reduced from 10.6 percent before participation to zero afterwards. Immature birth rates decreased from 12.8 percent to 1.6 percent, and pregnancies with complications were reduced from 30.9 percent to 17.6 percent.[11]

The WIC program represents a unique effort to combine preventive health care, nutrition supplementation and education, and there is evidence that all three purposes are being met. A study in Fresno, California, and another by the Urban Institute, showed that the program encouraged pregnant women to increase prenatal health care clinic visits. In Tacoma, Washington, a study showed improved health among children who were treated for fewer illnesses.[12]

The WIC program has not gone uncriticized, however. Critics point to studies showing that other family members share food intended for mothers and infants, that the supplemental food package is not tailored to specific dietary needs of individuals, and that the program is unavailable in areas which do not have a health clinic to administer it. Participation also is restricted at present because of limited hours at which women can pick up food supplements or food coupons. Only 11 percent of WIC centers are open on evenings or weekends, which is a deterrent for women who work or depend on a working husband for transportation.

Because of limited funding, the program is now available in only 40 percent of the nation's counties and serves only 1.2 million out of 8 million eligible participants. The Field Foundation doctors recommended not only that the program be expanded, but that the eligibility criteria be liberalized so that all poor women and infants can be enrolled, not just those with proven malnutrition. In some programs, particularly those with limited funds, people are not admitted unless they already demonstrate evidence of malnutrition. These criticisms aside, the WIC program almost certainly is improving the nutritional health of a critical element of the population.

* * * *

The stated congressional intent of the Food Stamp Act of 1964 was "to safeguard the health and well being of the nation's population and raise the levels of nutrition among low income families." Over the last 14 years the program's benefits have been progressively liberalized and coverage expanded. Today food stamps deliver $6 billion in benefits annually to 16 million people, the vast majority of whom have incomes below the poverty line and are hard pressed to afford a minimally adequate diet. The Field Foundation doctors and other observers believe that food stamps are making a crucial difference in improving the quality of the lives of many poor Americans. Middle-class citizens also have benefited. When the unemployment rate rose above 9 percent in 1974-75, participation in the food stamp program rocketed from 14 million to 19 million participants. In fact, food stamps today help more Americans than any other social program except the social security system, and the program is virtually the only government aid offered to the working poor.

Nevertheless, the program is being subjected to closer scrutiny by public officials concerned about the inflationary effect of government spending. Recent studies reveal that the great majority of food stamp users are those who need them the most. Research by the Congressional Budget Office showed that 87 percent of food stamp benefits go to families living below the poverty line.

The study also showed that food stamp benefits lifted four million people above the poverty line, including several million among the working poor.[13]

The program's effectiveness can also be measured by determining its impact within the nation's worst pockets of poverty. The Citizens Board of Inquiry on Hunger and Malnutrition in its 1968 report listed as "hunger counties" the 256 counties with combined characteristics of high percentages of poor people, high infant mortality rates, and weak or nonexistent food aid programs. A recent USDA study by economist William Boehm revealed that food aid expenditures per person in those "hunger counties" had increased from $26 per person in 1969 to $127 per person today, while in all counties the increase is only $44.[14] Furthermore, retail food sale figures in those counties have been raised substantially by food stamp buying power. In Mississippi, the nation's poorest state and the one with the lowest welfare payments, more than 330,000 poor people receive their principal government assistance from food stamps.

Answers become more illusory however, when researchers have attempted to quantify the exact amount of food stamp aid which is translated into increased food purchases, and the precise effect of that aid on nutritional well being. The Congressional Budget Office has estimated that 57 percent of the food stamp dollar goes to added purchases of food while 43 percent simply frees money for meeting other needs.[15] In effect, a family that receives $100 a month in bonus food stamps will increase its total food purchases by $57 above their former level. Food stamps will permit the family to take $43 formerly spent on food and spend those dollars for other needs. "Purists," or people concerned principally about boosting agricultural spending worry about this "income effect." But any realistic assessment must assume that hard pressed poor people, who lack money for housing, health care, and other necessities as well as food, will juggle their meager resources to meet their most pressing needs.

Few studies have assessed the actual nutritional impact of food stamps, but recent research provides a strong antidote to the classic "welfare Cadillac" myth about the poor. As the story goes, a hardworking middle-class, overtaxed citizen stands seething at a grocery checkout counter while watching the overfed customer in front of him pay for either thick sirloin steaks—or nutritionless junk foods—with a fistful of government-issued food stamps. A new study should debunk this caricature. Donald A. West, an agriculture economist at Washington State University, compared the food spending practices of middle-class food buyers with those of poor people who used food stamps and poor people who didn't.[16] His study showed that all three categories of people divided their dollars quite similarly among the various food groups. For instance, all spent 36 percent of their food dollars for meat, poultry and fish, and 13 percent for milk products. But there the similarities ended. The more affluent buyer spent his meat dollars on more beef and veal while the food stamp buyer spent more on pork and poultry. The middle-class buyer spent more on bakery goods while the food stamp buyer spent more on flour. The middle-class buyer spent more on ice cream and yogurt while the food stamp buyers spent more on milk and eggs. The middle-class buyer spent more on snacks and sweets while the food stamp buyer spent slightly more on soft drinks.

In other words, the family on food stamps allocates its food dollar in the same general food categories as the middle-class family, but economizes by buying less expensive foods. The poor family which is eligible for food stamps but does not participate in the program spends its money in much the same way as the food stamp family. But out of necessity, it simply spends less on food.

There is less conclusive evidence, however, that the poor understand all the fine points of good nutrition after receiving food stamps. The two most quoted studies, each done in a single state, indicate that food stamp participants have slightly better diets than eligible non-participants or participants in the old surplus commodity distribution program.[17] The poor need nutritional guidance but, studies show, so does everyone else. Nutritional ignorance transcends class or economic lines.

* * * * *

The food stamp program is not without problems. The program now reaches only about one-half of eligible recipients. Furthermore, the percentage of participants falls much lower in many rural areas, including poverty pockets with a large population of poor people. Studies show that program participation has been limited by failure to inform eligible people about benefits, by the restrictive and hostile attitudes of program administrators, by limited access to food stamp issuance offices, by the high cost of purchasing stamps, and the stigma associated with participating in a welfare program. It is far from pleasant for a poor person to endure the rude behavior of grocery store clerks and the hostile stares and comments of other cash paying customers.

The Field Foundation doctors constantly encountered these problems in the course of their investigations. In the Mississippi Delta, for example, Dr. Aaron Shirley watched poor blacks line up at 5 a.m. to await the 9 o'clock opening of a food stamp application office, which then closed its doors at 3 p.m. with many people still unserved, after waiting all day. A Food Stamp office in another state greeted applicants with a large sign announcing, "If you do not have an appointment today (July 7), come back July 18."

Even after getting an application, applicants often are subjected to endless trips to the food stamp office and badgered for additional documents such as rent, income verifications and other data. In their zeal to prevent fraud and to protect their own records, issuance officers require applicants to make their way through a highly frustrating and almost impenetrable bureaucratic maze. After talking with food stamp office staff and poor people in Appalachian Kentucky, Dr. Raymond Wheeler concluded that "there is an adversary relationship rather than service relationship with the poor. Encounters with food stamp officials are confusing, perplexing, demeaning and intimidating."

Poor people in rural areas often have trouble getting the transportation needed to visit food stamp offices which are far from their homes and only open for limited hours. In many large rural counties in North Carolina, for example, the poor have to overcome formidable barriers to participate in the program. Often, poor persons without a car will have to find and pay someone to take them several times on an 80-mile roundtrip to the county seat to apply for the program, and then have to repeat the process regularly to get the stamps and be recertified for eligibility. The elderly in particular have trouble participating in the food stamp program. A Maryland Council on the Aging study in 1975 showed that only 13 percent of the eligible elderly in a senior citizens food program used food stamps.[18]

Among non-users, 37 percent believed themselves ineligible, and another 35 percent did not know whether or not they were eligible. Only 15 percent had known they were eligible, but decided not to apply. The findings of this study and others suggest that present outreach programs financed by USDA and the Community Services Administration are relatively ineffective. An obvious and long-suggested remedy is that the poor themselves be hired as program aides to help with outreach to others.

Until now many people have stayed out of the program because of the high cost of food stamps. A family of four, for example, with $300 monthly income had to pay $83 to get $182 worth of stamps. Often families have felt they could not afford to invest the $83 into food stamp purchases.

The 1977 food stamp law, which finally went into effect early in 1979, offers potential remedies to a number of these participation problems. The purchase requirement has been eliminated. So the family with $300 income will simply receive its $99 in bonus stamps. In theory at least, the new law greatly simplifies the application procedures by standardizing a number of deductions and eliminating various verification documents.

Among the many measures that provide aid to the poor, the Food Stamp Act of 1977 is unusual because it entitles its beneficiaries not only to specific benefits but also to rights from administrators who are supposed to deliver those benefits in a manner that meets and respects the needs of the recipients rather than one that caters to the concerns of the bureaucracy.

The benefits are not insubstantial. The Thrifty Food Plan, which must be furnished every participant in coupon allotment form, will, as of July 1979, yield $2,400 in food purchasing power annually to a household of four with no income. That amounts to double in food alone what President Nixon's minimum cash guarantee was for all needs under the Family Assistance Plan of 1971.

The benefits are supported by a structure of rights designed to remove access barriers and encourage participation from the time the applicant household contacts a local food stamp office until the time the stamps are received. The law seeks to transform the program from a privilege bestowed upon supplicant households to a right that must be accorded graciously, conveniently, and swiftly.

This Bill of Rights for food stamp users is unprecedented in welfare-style legislation. Normally a "handout" is treated in the disparaging fashion the term connotes, with the recipient made to feel a humble beggar. Under the new legislation, this demeaning posture is supplanted by the legitimacy of a legal demand. The food stamp law has a further unusual feature—its clear delineation in the legislation itself of uniform national standards of eligibility, especially those dealing with income, deductions, and assets. No longer are Federal funds to be subject to vagaries in determining who deserves to receive them.

The new food stamp law, however, is still dependent on adequate funding from Congress. In 1977 legislation Congress placed a spending ceiling of 6.2 billion dollars on the Food Stamp Program for fiscal 1980. This "cap" was placed upon the program based on Congressional Budget Office estimates that food prices, as indexed to 1976 levels, would rise by 13% in 1979 and by 17% in 1980. This office now expects a 26% increase for 1979 and projects a 36% increase for 1980. For fiscal year 1980 according to Administration estimates the Food Stamp Program will exceed the spending cap by 900 million dollars. Unless the cap is raised further or removed the Secretary of Agriculture would be mandated to cut benefits to recipients by as much as 20%.[19] It is an important test of Congressional resolve to end hunger that the cap be raised or removed. It is incongruous for Congress to reform the Food Stamp Act to allow greater participation by the most needy and then not to allow sufficient funds to ensure the needy an adequate diet.

Another crucial test will be how the state welfare agencies and hundreds of county agencies decide to implement the new law. Notwithstanding the fact that the Federal government pays half of all administrative costs, protests from state and local welfare bureaucrats already indicate resistance to various reforms, including the requirement for increasing access by providing more stamp issuance offices and longer business hours. If past experience is any guide, the success of the reforms will depend in part on whether various advocate organizations monitor the program to insure that the entitlement to food stamps becomes a reality for all who might benefit. The Agriculture Department has yet to demonstrate the will to demand and to effect implementation by reluctant state and local officials.

* * * * *

The National School Lunch Program was initiated after World War II primarily to help farmers get rid of surplus commodities, and for 20 years there was little attention paid to the requirement that poor children be given free lunches. Today, however, 10.6 million children receive free lunches, 1.3 million receive reduced price lunches, 2.6 million receive free breakfasts, and one million younger children receive free breakfasts and lunches in Head Start and other child care centers.

Recent research indicates that the

school breakfast and child care programs are effectively filling important nutritional needs. Surveys in Massachusetts, Minnesota and Baltimore, Md. found that 10 to 18 percent of children come to school without breakfast.[20] A nationwide study by the Congressional Budget Office (CBO) reports that more than a third of America's children go off to school in the morning with less than two-thirds of the needed calories, iron, and vitamins A and C. [21] A Washington State study found that seven percent of white children, 12 percent of blacks and 13 percent of Mexican-American children came to school without breakfast and that these children have significantly lower intakes of calcium, phosphorous, riboflavin and ascorbic acid.[22] These findings are particularly alarming considering well-accepted research studies which show that children with inadequate breakfasts do not function as well as their schoolmates either emotionally or in cognitive learning abilities. It is not surprising, therefore, that both the CBO and Washington State studies report a marked improvement in the nutritional adequacy of children who benefit from the school breakfast program.

Beyond any question, the nutritional well being of poor children would be improved by substantial expansion of the school breakfast program but such expansion is vigorously opposed on the ground that providing breakfast is a parental responsibility and because of the reluctance of school boards and administrators to take on another responsibility.

In contrast to the breakfast program, the nutritional effectiveness of the present school lunch program has been questioned in recent studies. No one denies that poor children are better off with the program than without it, but two recent General Accounting Office (GAO) reports to Congress criticized shortcomings in the quality of school lunches.[23] A GAO study of the lunch program in New York City, Cleveland and Los Angeles found that lunches are not providing the required one-third of recommended dietary allowances for as many as 8 of 13 essential nutrients. More than 40 percent of the lunches in New York were not providing an adequate quantity of food. The General Accounting Office also noted a substantial problem of food waste, with food being thrown away because children didn't like it. The Agriculture Department fully acknowledges these problems, but it remains to be seen whether USDA will require school systems to improve the nutrition of lunches, and to make them more appealing to children with a variety of ethnic food preferences.

The benefits of an adequate free lunch program for poor children were shown dramatically in a program in Baltimore, in which 5,284 children were studied over a four-year period.[24] After introduction of the free lunch program, the children scored impressive nutritional gains. Similar gains have been observed for younger poor children benefiting from child care feeding programs. "There was a stark contrast between the bright-eyed, happy and alert little ones we saw in Head Start centers," reported Dr. Aaron Shirley of the Field medical team, "and the dull, listless infants and children we saw who did not participate."

* * * * *

When the domestic political battle over hunger heated up in the late 1960s, Representative Jamie Whitten (D-Miss.), the powerful chairman of the appropriations subcommittee which controls food aid funds, expressed annoyance at the proliferation of food aid programs to include school breakfasts. "Do you contemplate having a pilot dinner program—evening meals—called supper where I grew up?" Whitten inquired of a USDA official.[25] This line of criticism has been picked up by others, including the GAO, which recently questioned whether the poor should get multiple food aid benefits. A poor family theoretically may get food stamps, while the children get free meals at school, the mother and infant get food from the WIC program, and another child is fed at Head Start. The question is whether the food stamp program alone shouldn't be able to meet food needs?

A close look at the evidence would suggest that even with multiple food benefits the poor are hardly being indulged nutritionally. The food stamp program is designed to provide only what the Agriculture Department calls the "thrifty food plan," a diet with which a skilled homemaker supposedly can sustain her family for brief periods of time. This diet is less adequate than USDA's "low cost" food plan, a diet typical of what is consumed by most working class families. Food aid reformers have failed repeatedly to convince various occupants of the White House and Congress that the food stamp program should provide at least the "low cost" food plan.

The Nutritional Development Services of Philadelphia in a 1978 study of federal food aid programs analyzed the inadequacies of the "thrifty" food stamp diet, noting for example that a mother with two teenage children would have to spend an additional $60 a month beyond the food stamp allotment to feed her children with minimum adequacy. "Poor persons are by no means deluged with food resources," the study concluded. "The great majority of households, even i they use every food program available, cannot achieve even the level o the low cost food plan, which is minimum standard of nutritional resources."[26] The study recom mended a cooperative outreach effort so the poor can get the benefits of more food programs.

The Field Foundation doctors found that the adequacy of food aid and other antipoverty programs depended in considerable part both on the attitude of local communities and the extent to which poor families and minorities were included as participating citizens. At one end of the spectrum is the plight of migrant farm workers, who are not only transients in the community but outcasts as well. Migrants and their children received the lowest level of participation in all of the food programs. In contrast, the doctors pointed to the progress made in Beaufort County, South Carolina, a swampy coastal area that contains the luxury Hilton Head resort as well as some of the country's deepest poverty. When Dr. Donald Gatch, a courageous local doctor, exposed hunger in Beaufort in 1968, he was scorned, attacked and driven from the county. But when Senator Ernest F. Hollings then involved himself in the hunger issue, and indicted himself and his state for a purposeful blindness to the plight of the poor, change came to Beaufort County. Today, black and white politicians cooperate in providing not only the full range of food aid programs, but also a comprehensive health clinic and other services. The poor themselves have a voice in their own lives and in the community. The infant mortality rate in Beaufort County has dropped from 62.4 per thousand to less than 17. The percentage of people living in poverty has been reduced from more than 40 percent to about 20 percent. The percentage of poor participating in food programs has grown from less than 25 percent to more than 60 percent today. As Dr. James Ashbrook, a psychologist with the Field team, reported: "Beaufort County provides solid evidence that concerted local, state, national and private collaboration can make a solid impact on the quality of life in a depressed area. People take a significant part in shaping their own destinies. Federal and state programs in food, housing, health, and education have changed the face of the area dramatically."

But in other counties just miles away from Beaufort, little has changed. Poverty is rampant, health services minimal, and food aid participation disgracefully low.

The Beaufort County example shows that change is possible when people care and work together, and that attacking the problems of hunger and malnutrition can provide a focal point for broader reforms.

* * * * *

The food aid programs can play a unique role in furthering human rights in America at a time of increasing political conservatism. The food aid laws are already on the books and the federal government has the full authority to implement them. A unique bipartisan majority in the U.S. Senate (one in which a Senator Robert Dole (R-Kans.) and a Senator George McGovern (D-S.D.) can cooperate fully) has brought the food programs forward. Public support for food aid is stronger than for other programs such as welfare, and the programs are backed by the American food industry which is strengthened by a substantial boost in food purchasing power.

For those who worry about charges that federal aid encourages a "dole" mentality which discourages people from work, it must be said that for millions this food aid contributes the nutrition necessary to compete for and hold a job.

* * * * *

The Food Stamp Program provides an unusual opportunity to take one of the programs of the 1960s which actually produced results and to build on that success. Can public administration respond to widespread human needs? The Food Stamp Act establishes the tools for effective public policy. Will these tools be used to maximum advantage?

This can be accomplished if local advocacy groups organize campaigns to bring non-participants into the programs and to insure that local officials administer programs fairly and efficiently; if state and local governments are compelled to implement effective outreach programs specifically for the elderly, children, minority groups, the "working poor," and others; and if the federal government provides funds and strictly enforces its rules and regulations to ensure that all Americans are well fed. A second opportunity is to involve the poor themselves in the whole food aid system. Federal food aid is a $9 billion a year business—through which many poor people could move toward economic independence. Poor people can serve effectively as outreach workers, helping other people through bureaucratic complexities and helping with needed nutrition education. Food stamps and the school feeding programs could be channeled, in part, to buy food from small farmers and from existing agricultural and food cooperatives run by and for the poor. The poor could buy fresh fruits and vegetables at lower prices and small farmers could benefit from a new market for their produce.

Finally, the issuance of food stamps, a task now performed by commercial banks for profit, could be handled in some cases by nonprofit organizations serving the poor. The Watts Labor Action Council, a nonprofit group, is now performing that task in Los Angeles. It should be emphasized that these suggestions, made by several of the Field Foundation doctors, are all possible under present laws and regulations.

There is a tendency in government constantly to call for further study. A food aid advocate in North Carolina appealed to President Carter to expedite aid to rural areas of her state, where food stamp participation is pitifully low. The President responded by calling for a study, and a White House task force is now conducting one.

But studies are not what is most needed. As Dr. Julius Richmond, assistant secretary of HEW for health, said recently: "Research can further clarify the relationship between nutrition and human development, but even without such precise knowledge both common sense and common decency require us to support efforts to improve the diets of mothers, infants and children and indeed for all who for want of adequate income subsist on diets that may compromise health and a genuine sense of well being."[27]

The entitlement of all needy Americans to an adequate diet is a goal that is within our capability. If we will only reach for it.

Footnotes

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A Guide to the 1977 Food Stamp Act

The Food Stamp Act of 1977 is the most comprehensive and detailed statutory revision of the Food Stamp Program since its inception in 1964. The legislation is the result of more than two years of work by Congressional Agriculture Committees and a lengthy rulemaking procedure by the Department of Agriculture. The legislative objectives of the bill are varied, including making it easier for eligible households to gain access to the program, improving and simplifying program administration, eliminating households with higher gross incomes and reducing the potential for fraud and error.

Administration

The Food Stamp Program will continue to be administered by the states in accordance with federal rules. The benefits are paid with federal monies, and administrative costs are shared equally by the states and the federal government. Once a state agrees to administer the program, it must operate in every county of the state. While considerable discretion for program administration remains with state agencies, the new legislation provides standards for much of the program's administration.

Food stamps are used like cash to purchase food, food stuffs, and seeds to grow food. Both wholesale and retail food outlets and food cooperatives can accept stamps. Change from purchases no longer comes as scrip issued by the store, but as cash.

The major reform to ease access to the program is the elimination of the purchase requirement. Until now most households were required to pay cash for their stamps. The value of the stamps was greater than the purchase price and the benefit of the program was derived from that difference. For example, a family of four with $300 in monthly income would pay $83 for $182 worth of food stamps. Many families were unable to participate in the program because they could not afford the purchase requirement.

Under the new law, only the poorest of households will receive the coupon value of the "Thrifty Food Plan" which is the Department of Agriculture's standard of measurement for a minimally adequate diet. All other households will receive coupons reduced from the "TFP" by 30% of the household's net income as defined by the Act. If these households were to bring their food purchases to the level of the "Thrifty Food Plan," they would be required to pay the difference in cash. The Department of Agriculture has estimated that perhaps three million people will join the Food

Stamp Program in the next several years as a result of the elimination of the purchase requirement.

Eligibility

Eligibility standards have been modified by the 1977 Act. Program eligibility is based on the resources and income of household members. A *household* may consist of a person living alone or any group of people who buy and prepare food together. Roomers and boarders may qualify as separate households. Full and part-time students are eligible. There is no longer a requirement for a cooking facility in the household.

Categorical eligibility which was available to welfare and certain Supplemental Security Income (SSI) recipients has been ended. All recipients must meet three basic criteria: 1) a fairly low income; 2) few resources or assets; 3) work registration.

Income is measured on a monthly basis to include regularly received money which is "reasonably certain" to accrue to the recipient during the month. Excluded from income is money earned by a student under eighteen, all lump sum payments such as tax refunds, welfare and social security grants, all loans (except a portion of educational loans) whether from commercial institutions or personal friends, and any in-kind benefits.

From the monthly gross income four possible deductions are subtracted to determine the net income for eligibility.

These *deductions* have been nationally standardized by the 1977 legislation. They include: a monthly deduction of 20% of gross earned income; a $65 standard deduction; child care expenses; shelter costs which exceed 50% of income after other deductions. However, the maximum which may be taken for child care and shelter costs is eighty dollars per month. This arbitrary ceiling on deductions will be burdensome for families with any major child care costs as well as those living in major urban areas where by national standards a relatively high income is more than offset by the cost of habitable housing. In an attempt to keep pace with inflation, the standard deduction will be updated every July and January and the shelter deduction will be revised every July.

To be eligible for food stamps a household's income after deductions must fall below the poverty line as established by the Office of Management and Budget. The poverty line is currently $542 a month ($6,504 in continental United States) for a family of four. Though this figure will be updated every July 1, it represents a significant reduction in the eligibility income limit from the previous legislation. The Act also places an upper income limit upon eligibility. Assuming maximum deductions the limit is $858 a month ($10,926 a year) for a working family of four. This gross limit will rise as the poverty line and deductions increase. The lowering of eligibility standards will have a detrimental impact on many low income working families, especially those in areas with a higher cost of living.

A household can only possess a limited amount of *resources* and still participate in the program. The household can have up to $1750 in assets or $3000 if one of the persons is at least sixty. Under the Act assets do not include: 1) the household's home and surrounding property; 2) personal belongings and household goods; 3) rental property or property upon which a house is going to be built; 4) property and equipment used for self-improvement; 5) the cash value of insurance policies, pension funds and other resources whose cash value is not immediately available to the household.

In a legislative attempt to prohibit the ownership of expensive automobiles by food stamp recipients, the fair market value of a household vehicle in excess of $5,500 is included in a household's assets as well as the entire equity value of a second car unless utilized for school or work.

A further requirement for eligibility is that all able bodied persons between eighteen and sixty *register for work*. A person is exempt if he is already working thirty hours a week, is enrolled in a work incentive program, is receiving unemployment insurance or has registered for work to get it, is participating in a drug addiction or alcohol treatment program, or is taking care of a child under twelve or an incapacitated adult. A person registered for work must accept a job offer unless one of the following conditions is present: compensation for the job falls below federal minimum wage; the job requires the recipient to join, refrain from joining, or resign from a union; the job will interfere with religious beliefs or impair one's health and safety; the work will require more than two hours of daily commuting; the work is beyond one's physical or mental capacity. Students are required to work part time, but not during class hours.

The work requirements are more stringent than those of the previous legislation. Persons who voluntarily quit their jobs without good cause are not eligible for food stamps for a two-month period. The Act also subjects those registered for work to a "job search" requirement, which is intended to place the burden of finding work on the individual rather than on the state. The Department of Agriculture (USDA) has been authorized by the legislation to conduct various "workfare" pilot programs. Select local agencies may apply for the program in which food stamp recipients can be required to work off their allotment of food stamps, at minimum wage scale, in a job furnished by local government.

Application

The 1977 Act does make considerable progress in facilitating access to the program. The law requires USDA to establish standards for the location and hours of certification of issuance offices. While states continue to have discretion in the location and working hours of issuance offices, the standards will allow rural and working people access without undue hardship.

Once an applicant household contacts an issuance office, the applicant has an absolute right to file an application that day, either by phone or mail. An applicant must be furnished with a simple, comprehensible, uniform application form. If the issuance office serves at least one hundred households who speak another language or a smaller community in which the majority of households speak the same non-English language, the applicant must be met at the office by an interpreter or bilingual staff member.

Most households are required to have a face-to-face interview at the issuance office, however, if age or incapacity prevent it, the interview must be conducted by phone or at the home of the applicant. The face-to-face interview may be waived if transportation problems, illness, severe weather or work hours prevent the applicant from coming to the office. From the date a proper application is filed, the local issuance office has thirty days to process the application and deliver benefits. Benefits are retroactive to the first day of the month of application. The applicant is eligible for expedited issuance within two days of application if the household is without any net monthly income or is destitute in the sense of having lost its only source of income and is not anticipating income of more than $25 in the next ten days.

Issuance

The Act also establishes national standards for the issuance of food stamps. The state has the option of employing one of three issuance systems: a household issuance where the authorizing document remains at the issuance office and the recipient picks up stamps at that office; an authorization-to-participate system where an ATP card is mailed to the household and is exchanged for food stamps by the issuing agent; a direct mail out system where the coupons are simply mailed to the household. Given the comments of many recipients in rural areas for whom travelling to the certification office is a major hardship, it would ease the difficulty for many if states were to adopt the direct mail out method for rural counties.

The Act reduces demands for paper documentation which many recipients complain has been a source of harassment in the past. Verification of income and deductions is normally limited to gross non-exempt income, excessive utility expenses of the standard, and alien status when at least one household member is not an American citizen. Unless there is a "questionable" inconsistency between information on the application and statements made by the applicant or information otherwise received by that office, no other verification is required.

The minimum certification period for eligibility has been set at three months unless the household income is subject to major change. Some households may be certified for up to a year if a steady monthly income can be projected. Households must be given at least one month's notification before their certification expires.

Outreach

The success or failure of the new program will be measured by the number of eligible persons who join the program. The Department of Agriculture is still in the process of issuing new regulations concerning community outreach, but specific outreach activities including telephone hotlines, were required in the weeks preceding the elimination of the purchase requirement on January 1. Under the old law, states were required to conduct outreach which would "insure participation of eligible households." This language has been dropped from the new legislation, however, the states are still required to conduct outreach. For instance, in areas with a considerable bilingual population, the Act is rather specific with regard to the use of bilingual outreach material.

Protection

The Act increases a household's procedural rights to notice and a fair hearing before any termination of benefits is possible. The state agency is required to send notice of any adverse action in easily understood language which outlines the proposed action, the household's right to a fair hearing, the availability and location of any free legal service and the availability of continued benefits during the hearing period. The hearing must comply with the spectrum of constitutional due process rights which accompany legal rights rather than privileges.

The states have the option to employ a one or two tiered hearing system. In states with a two tiered system the decision of the local agency must be made within forty-five days of the initial request for a hearing. The household has a right to appeal that decision to the state agency. In states with only a one tier system the decision must be made within 60 days. Hearing decisions by the agencies must comply with federal law.

* * * *

While continuing to reflect a good deal of legislative compromise, the 1977 Food Stamp Act is a significant step forward in entitlement legislation. Compromise has dictated the lowering of eligibility standards which will further burden many working poor already struggling in the face of inflation. The limitations of deductions for shelter and child care will work further hardship on our urban poor and larger families. However, the elimination of the purchase requirement will provide several million needy people the means to an adequate diet and the changes in program administration should produce a more efficient and humane service system for recipients.

National Organizations Concerned with Hunger and Malnutrition

Bread for the World
207 E 16th St.
New York, New York 10013
212/260 7000
Contact: Art Simon

The Children's Foundation
1028 Connecticut Avenue, NW,
Suite 1112
Washington, DC 20036
202/296/4450
Contact: Barbara Bode

Regional:

Southern Regional Office
88 Walton Street, NW
Atlanta, Ga. 30303
404 522-2232
Contact: Oleta Fitzgerald

Prairie Mountain Regional Office
106 West Capitol
Pierre, S.D. 57501
605/224-0488
Contact: Hertha Gross

Southwestern Regional Office
227 East Palace Avenue
Santa Fe, N.M. 87501
505/988-9686
Contact: Robert Spence
Carlos Romero

Community Nutrition Institute
1146 19th Street, NW
Washington, DC 20036
202/833-1730
Contact: Bard Shollenberger
Rob Stein

Regional:

Zy Weinberg
1709 San Antonio, No. 7
Austin, Texas 78701
512/478-3709

Food Research and Action Center
2011 Eye Street, NW
Washington, DC 20006
202/452-8250
Contact: Roger Schwartz

National Association of
Farmworker Organizations (NAFO)
1329 E Street, NW; Suite 1145
202/347-2407
Contact: Sue Hoechstetter

National Child Nutrition Project
46 Bayard Street
New Brunswick, N.J. 08901
201/846-1161
Contact: Barbara Zang

National Council of Churches
(Working Group on Domestic
Hunger and Poverty)
475 Riverside Drive
New York, NY 10027
212/870-2307
Contact: Mary Ellen Lloyd

Regional Groups

Children's Rights Group
693 Mission Street
San Francisco, Calif. 94106
415/495-7283 or 800/227-3192
Contact: Ed Polk

California Rural Legal Assistance
115 Sansome Street
San Francisco, Calif. 94104
415/421-3405
Contact: Rob Teets

Hunger Action Center
1036 Capitol Way
Olympia, Washington 98502
206/352-7980
Contact: J. B. McCrummen

Praxis, Inc.
1620 S. 37th Street
Kansas City, Kansas 66106
913/236-8336
Contact: Carol Mollner
Teresa Banion

Rural Advancement Fund
of the National Sharecroppers
Fund, Inc.
2128 Commonwealth Avenue
Charlotte, North Carolina 28205
704/334-3051
Contact: Kathryn Waller

State and Local Organizations

Alabama Coalition Against Hunger
P.O. Box 1632
Auburn, Ala 36830
205-821-8336
Contact: Bill Edwards

Jefferson County Hunger Coalition
1205 North 25th Street
Birmingham, Ala 35234
205-324-5396
Contact: Wesley Daberkow

Inter-Tribal Council of Arizona
124 West Thomas Road
Phoenix, AZ 85012
602-248-0071
Contact: John Lewis

Southern California Interfaith
Hunger Coalition
5539 W. Pico Boulevard
Los Angeles, CA 90019
213-933-5943
Contact: Pat Reif, Mike Fonte

San Luis Valley Food
Resources Project
Christian Community Services
P.O. Box 1229
Alamosa, Colorado 81101
303-589-5192
Contact: Carol Plock and Ray Roybal

Project FEAD
112 Main Street
P.O. Box 322
Danielson, Conn. 06239
203-774-0455
Contact: Ed Cooney

Lower Eastern Shore Maryland Food
Advocacy Campaign
Delmarva Ecumenical Agency
Blue Hen Mall
Dover, Delaware 19901
302-678-2000
Contact: Rosendo Medina

Florida Coalition on Hunger
111 N.W. 10th Avenue
Miami, Fla 33128
305-545-5276
Contact: Lucille Bates

Jacksonville Right To Eat
Advocacy Board
1st Presbyterian Church
118 East Monroe
Jacksonville, Fla 32201
904-355-3507
Contact: Ardith Highleyman

Georgia Coalition on Hunger
201 Washington Street, SW
Atlanta, Ga 30303
404-659-0878

Indiana Nutrition Campaign
38 N. Pennsylvania Street
Indianapolis, Ind. 46204
317-634-4172
Contact: Fran Whicker

Tri-County Anti-Hunger Project
201 South Linden
Lamoni, Iowa 50140
515-784-6291
Contact: Dan Myers

Kentucky Hunger Task Force
Kentucky Council of Churches
1500 W. Main Street, #238
Lexington, Ky 40505
606-255-4405

Louisiana Hunger Coalition
226 Carondelet Street, #605
New Orleans, La 70130
504-523-3663

MASS CAP
36 Concord Street
Framingham, Mass. 01701
617-879-4870
Contact: Clifford Walton

Southeastern Michigan
Food Coalition
23 E. Adams
Detroit, Michigan 40226
313-962-0348
Contact: George Covintree

Mississippi Hunger Coalition
406 Guidici Street
Jackson, Miss. 39204
601-948-3672
Contact: Rick Abraham

Tallahatchie Development League
P.O. Box 267
Tutwiler, Miss. 38963
601-345-8574
Contact: Larry Haynes

Holmes County Assistance Program
204 Mulberry Street
Lexington, Miss. 39095
601-834-3407
Contact: McArthur Hibbler

St. Louis United Hunger Effort
4501 Westminster
St. Louis, Missouri 63108
314-367-2497
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